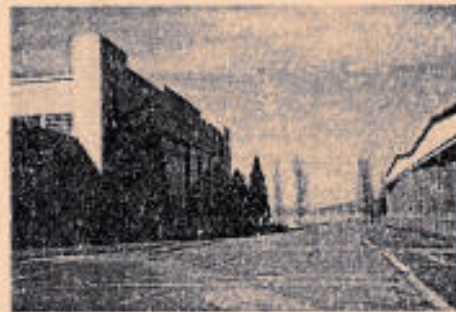
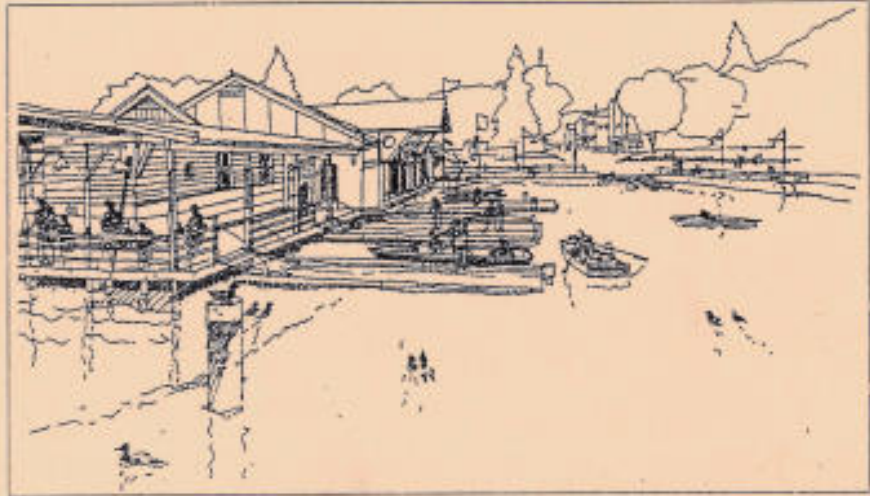


Final Design Guidelines Manual for

Sand Point/Magnuson Park

City of Seattle

October 1997



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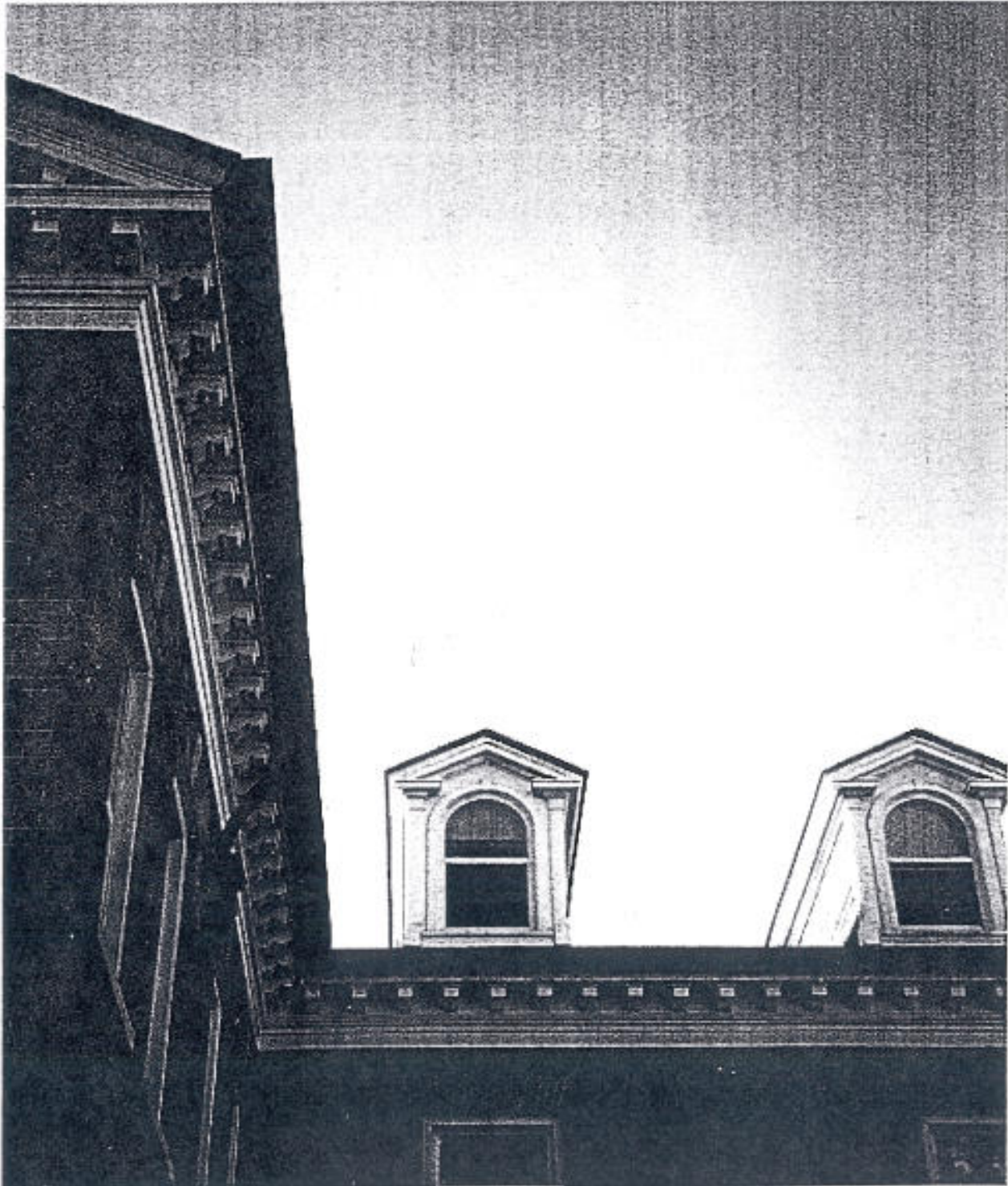
Acronyms and Abbreviations

ACHP	Advisory Council on Historic Preservation
ADA	Americans with Disabilities Act
BEAP	Base Exterior Architecture Plan
BIRV	Business and Industry Recycling Venture
CMP	Construction Management Plan
DCLU	Department of Construction and Land Use
DFP	Development Framework Plan
DHHS	Department of Health and Human Services
DPR	Department of Parks and Recreation
EPA	Environmental Protection Agency
GSA	General Services Administration
HARP	Historic and Archaeological Resources Protection
HPRP	Historic Properties Reuse and Protection
IMEX	Industrial Materials Exchange
MOA	Memorandum of Agreement
MUP	Master Use Permit
NHPA	National Historic Preservation Act
NOAA	National Oceanic and Atmospheric Administration
NPS	National Park Service
OAHP	Office of Archaeology and Historic Preservation
OSPO	Office of Sand Point Operations
PA	Programmatic Agreement
PSAPCA	Puget Sound Air Pollution Control Agency
SAC	Seattle Arts Commission
SEPA	State Environmental Policy Act
SHPO	State Historic Preservation Officer
SMA	Shoreline Management Act
SMC	Seattle Municipal Code
SPAC	Sand Point Advisory Committee
SPTC	Sand Point Transportation Coordinator
TPU	Transient Personnel Unit

1

Introduction

- 1.1 Introduction to Reuse Planning
- 1.2 Goals for Sand Point Reuse
- 1.3 Community Planning Process
- 1.4 Purpose of the Design Guidelines



1.0 Introduction

The purpose of the Design Guidelines Manual is to guide physical development of the former Naval Station Puget Sound, Sand Point (hereafter referred to as "Sand Point") and Magnuson Park in the post-Navy era (Photo 1.1). This includes construction related to buildings, utilities, recreational facilities, circulation systems, landscape and open space treatment, demolition, and public art, as well as other development. In addition to providing design guidelines, the Design Guidelines Manual identifies and explains formal procedures relating to project implementation, including the planning and construction approvals process, the historic preservation process, and other administrative matters. This Manual is intended for use by all persons concerned with the future development of Sand Point and Magnuson Park, either as project proponents, administrators, maintenance personnel, designers, users, neighbors, or other interested parties.

1.1 Introduction to Reuse Planning

The City's involvement in the base reuse process began in 1991, when the Navy requested that the City take the lead in developing a local plan for reuse of Sand Point. This process will eventually culminate in the transfer of ownership of most of Sand Point to City agencies. For a more complete history of the early steps involved in this planning process, refer to the Background section of the *1993 Community Preferred Reuse Plan for Sand Point* (City of Seattle, 1993). This plan was implemented by adoption of the amendments to the Seattle Comprehensive Plan, a zoning ordinance, and the Physical Development Management Plan. Together, these three documents are hereafter referred to as the "Reuse Plan."

Additional planning documents were subsequently prepared to further detail the City's plans for base reuse. These subsequent planning documents, as well as this Design Guidelines Manual, have followed the guiding principles for base reuse developed from input by citizens and planning staff during the early steps of reuse planning. These principles form the foundation of all subsequent planning efforts.

The vision guiding reuse of Sand Point as identified by

the City is to shepherd the development of a multi-purpose regional center that provides benefit to the public through the following means:

- Expanded opportunities for recreation, education, arts, cultural, and community activities;
- Public access to the shoreline and enhanced open space and natural areas;
- Opportunities for affordable housing and community and social services - with a special priority for addressing the needs of homeless families; and
- Expanded opportunities for low-impact economic development uses which could provide employment and services for residents of the site and for the broader community.

1.2 Goals for Sand Point Reuse Planning

The City was guided by a number of goals in developing the Reuse Plan. These goals were developed during the reuse planning process, and continue to have relevance for the development of the Design Guidelines. Achieving these goals will continue to be the major purpose of the ongoing reuse planning and implementation efforts. These goals are as follows:

- To promote compatibility between reuses and the surrounding residential community.
- To seek cost-effective and financially feasible outcomes that consider the tax burden to the public.
- To encourage continued community involvement in the future planning, development, and management of Sand Point land and facilities.



Photo 1.1 Main entrance at Sand Point.

- To enhance the environment, preserve existing and create additional open space, and demonstrate sensitivity to ecological concerns.
- To provide access to facilities and safe pedestrian and bicycle use of the park and surrounding area, minimize automobile traffic, and promote adequate public transit.
- To provide opportunities for those in need of assistance and encourage self-sufficiency and empowerment while seeking integration of residents within the broader community.
- To provide safety of person and property for residents, neighbors, and visitors.
- To reflect and support a diversity of cultures.
- To respect, preserve, and enhance the historic character of Sand Point.
- To promote and balance public benefits and accommodate as broad a range of uses in as cohesive a way as possible.

1.3 Community Planning Process

The Design Guidelines Manual is part of an ongoing planning process which has provided extensive opportunities for public input. Shortly after being asked by the Navy to develop a local Reuse Plan in 1991, the Mayor requested the Sand Point Community Liaison Committee to help incorporate community input. In 1992, community meetings were conducted to solicit input from citizens and organizations on potential reuse options, which lead to a preliminary report on reuse alternatives. Following additional community input, the City Council adopted the *Recommended Reuse Concepts for the Naval Station Puget Sound*, describing alternatives for reuse of the base.

The Sand Point Community Liaison Committee submitted its own reuse alternative, which was later expanded into the draft Citizens' Preferred Reuse Plan, circulated for public input in early 1993. During the summer of 1993, both the City and the Sand Point Community Liaison Committee sponsored public workshops leading to the *Mayor's Preferred Reuse Plan for Sand Point* and the final *Citizens' Preferred Reuse Plan*. After well-attended public hearings held by City Council, the *City of Seattle's Community Preferred Reuse Plan* was approved in November 1993.

Final adoption of the Reuse Plan came in June 1977 with City Council adoption of amendments to the City Comprehensive Plan, adoptions of the Physical Development Management Plan, and Zoning.

Public input continues through many forums such as participation of City staff at Liaison Committee meetings, tours of the base for interested groups, public meetings on special implementation topics, and the Sand Point Advisory Council (SPAC). Public workshops on the Design Guidelines Manual were held in both March and July 1997.

1.4 Purpose of the Design Guidelines

The Design Guidelines Manual is intended to guide physical development of Sand Point and Magnuson Park (Photo 1.2). It contains recommendations related to building treatment, development of open space and streetscapes, placement of art, building mothballing and demolition, and other aspects of design and construction. Also identified herein are procedures that must be followed for individual projects prior to beginning construction, such as permit issues, siting review and approval processes, and outside governing standards.

As guidelines, these recommendations serve as a departure point when initiating project planning and design. While they set boundaries and parameters that must be respected, there is latitude for creativity within any given project. The ultimate goal is the development of a vibrant, thriving, and visually cohesive area gracefully integrated with the surrounding neighborhoods. Individual project proponents are encouraged to propose creative design solutions while working within the guidelines. The design appropriateness of individual projects at Sand Point will be assessed by a Sand Point design review committee, as identified in Chapter 3.

Design guidelines operate independently from any given facility or park master plan. The plan graphic from the 1993 Community Preferred Reuse Plan is used in this document to illustrate various guideline issues. However, the reuse planning process is ongoing, and it is recognized

that the physical plan will continue to change and evolve. The design guideline recommendations are assumed to be unaffected by evolution of the Reuse Plan. Should new circumstances arise that are not specifically addressed in the guidelines, design solutions will be judged by how well the stated goals of the Reuse Plan are met, emphasizing appropriateness within the historic context and integration with the surrounding neighborhoods.

The Design Guidelines Manual is organized as follows:

- Chapter One describes the background of the reuse planning process, and the role of the Design Guidelines Manual.
- Chapter Two describes the physical layout and history of the Sand Point peninsula, the evolution of planning for Sand Point/Magnuson Park since the mid-1970s, and attributes of the various Activity Areas as identified by the City's Reuse Plan.
- Chapter Three discusses in-depth the structure and function of the design guidelines, including identification of the design review process.
- Chapter Four presents the various technical guidelines in six sections: site guidelines, architectural guidelines, art guidelines, utilities guidelines, demolition guidelines, and building mothballing guidelines.

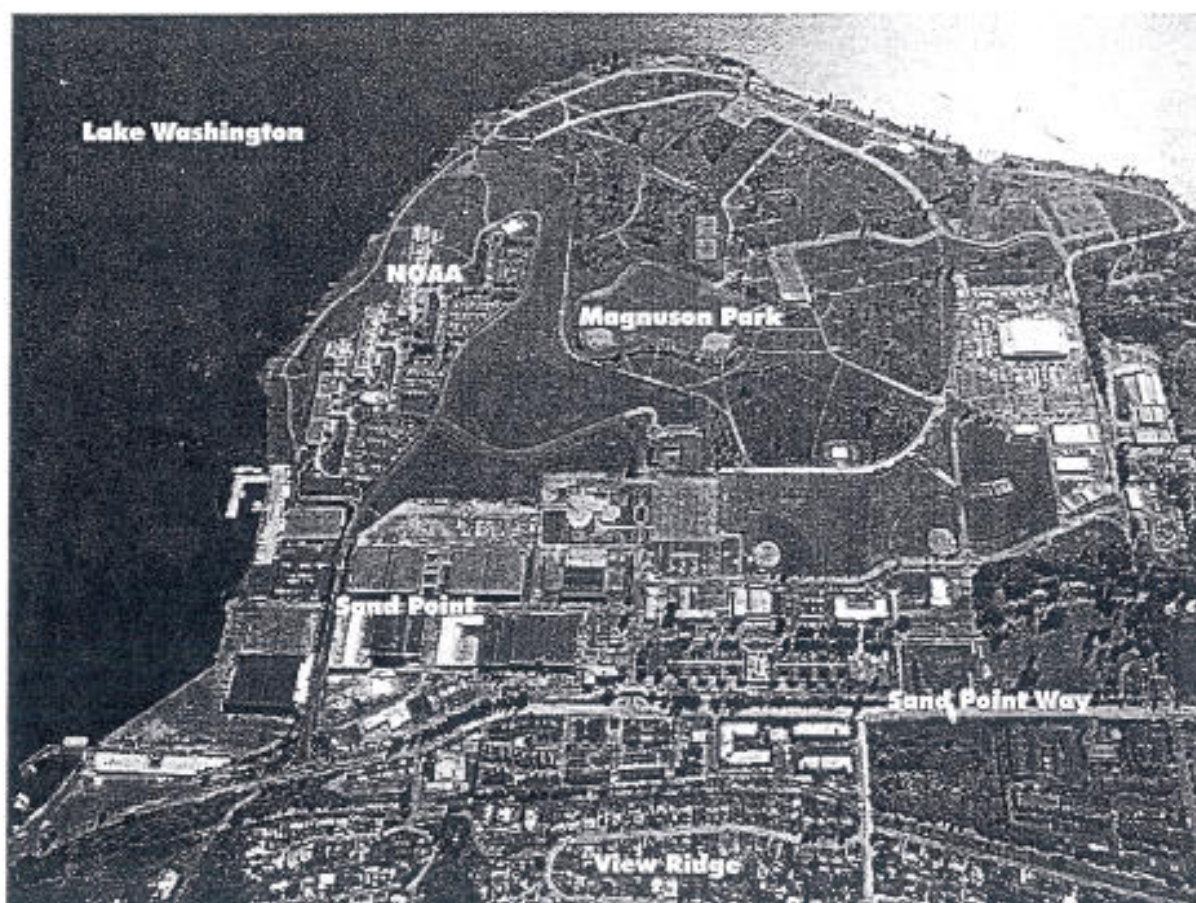


Photo 1.2 Aerial photo of Sand Point/Magnuson Park.

2

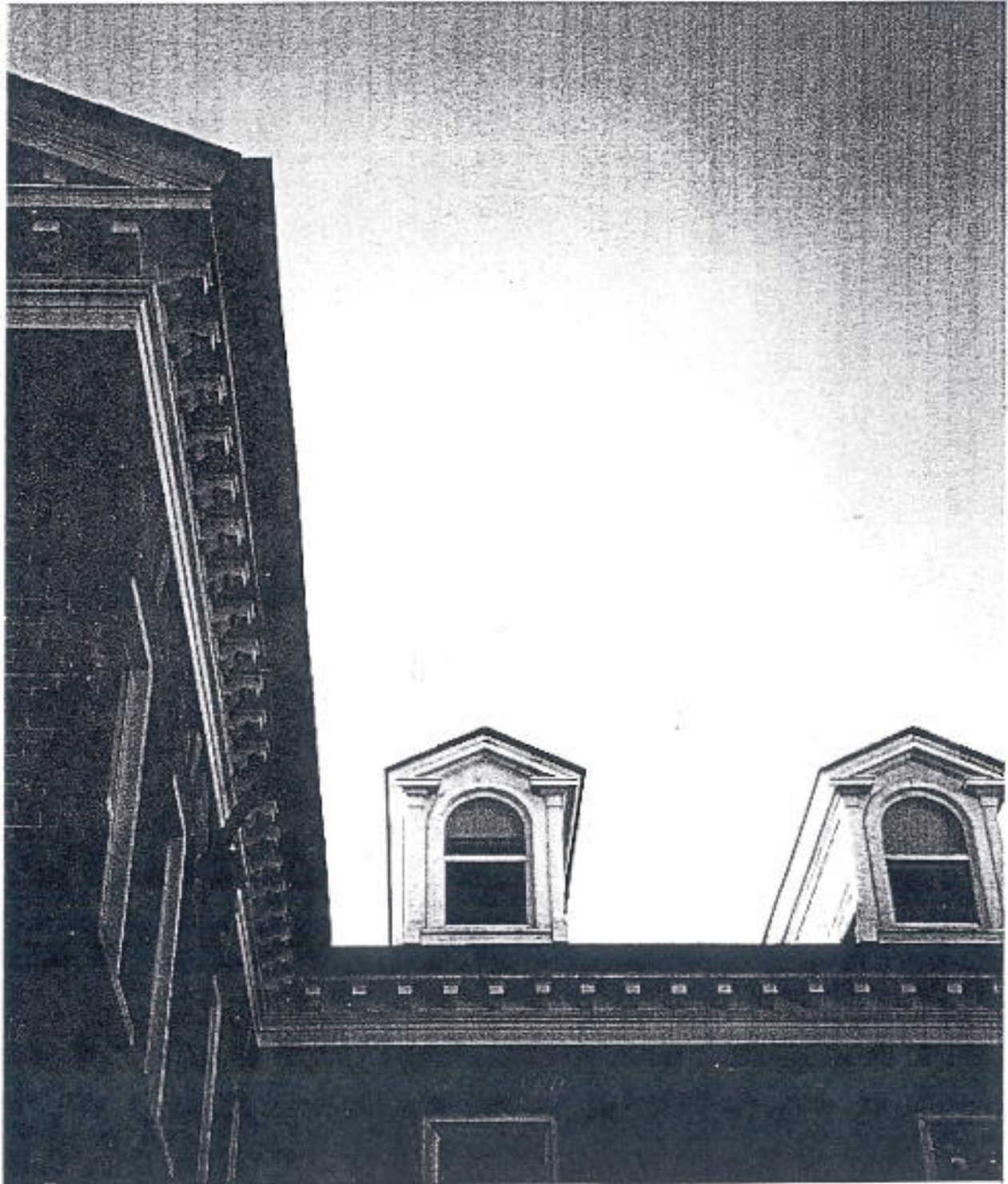
Context

2.1 Site Location and Ownership

2.2 Site History

2.3 Master Plan Context for Design Guidelines

2.4 Designation of Activity Areas



2.0 Context

2.1 Site Location and Ownership

The project site includes existing Magnuson Park and Sand Point, in the northeast section of Seattle, Washington. Together, these two properties occupy approximately 329 acres of the Sand Point peninsula on the shores of Lake Washington. The design guidelines embrace both properties with an emphasis on Sand Point. The two properties together are referred to as "Sand Point/Magnuson Park" in this document.

Property Ownership

Existing property ownership patterns on the Sand Point peninsula are shown in Figure 2.1. From 1925 to the early 1970s, the entire peninsula belonged to the U.S. Navy as part of Naval Station Puget Sound. Currently, there are four land owners on the peninsula: the U.S. Navy, the National Oceanic and Aeronautic Administration (NOAA), the Federal General Services Administration (GSA), and the City of Seattle (existing Magnuson Park). Land ownership patterns are undergoing change due to the base closure. At the end of the reuse process, the U.S. Navy will no longer own land on the Sand Point peninsula. As shown in Figure 2.2, multiple government agencies will own or control land there, including NOAA, the City of Seattle, the University of Washington, the National Biological Service, and the GSA (this last parcel may be transferred to one of the previous agencies). City departments likely to have management roles at Sand Point include the Department of Transportation, Department of Parks and Recreation, the Department of Housing and Human Services, and the Office of Sand Point Operations (a branch of the Seattle Office of Management and Planning).

When the property transfer is completed, City of Seattle control will encompass most of the former Naval station and the existing Magnuson Park. The design guidelines apply to both the built and open areas of Sand Point/Magnuson Park. The open spaces soon to be transferred by the Navy are intended to mesh seamlessly with the existing park. The buildings and public spaces in the core campus along Sand Point Way will have a distinct

character, but are intended to remain visually and functionally compatible with the surrounding open space/recreation uses.

2.2 Site History

Pre-1926 - History of NSPS Sand Point

NSPS, Sand Point is located on the west shore of Lake Washington approximately 8 miles northeast of the Seattle city center. Historically, the area which now comprises the base was low, swampy land. Retreating glaciers left an undulating landscape of low hills, wetlands, and lake front, underlain with irregular deposits of clay, sand, and gravel. The north end of the site, where Building 27 is located today, was the site of Pontiac Bay, an extension of Lake Washington. The center of the peninsula was once occupied by a large marshy lake connected to Lake Washington by a salmon-bearing stream.

Sand Point was first settled by Euro-Americans in the 1860s under the Homestead Act. In the 1870s, an early pioneer, Morgan J. Carkeek, invested in a tract of property along Pontiac Bay, later donated to the City of Seattle for park use. Between 1911 and 1916, the Lake Washington Ship Canal connected Lake Union to Lake Washington, radically altering the profile of Sand Point. Completion of the Montlake Cut lowered the average level of Lake Washington by 8.8 feet. This lower water level diminished the size of both Pontiac Bay and Mud Lake, and subsequent landfills virtually eliminated these geographical features altogether.

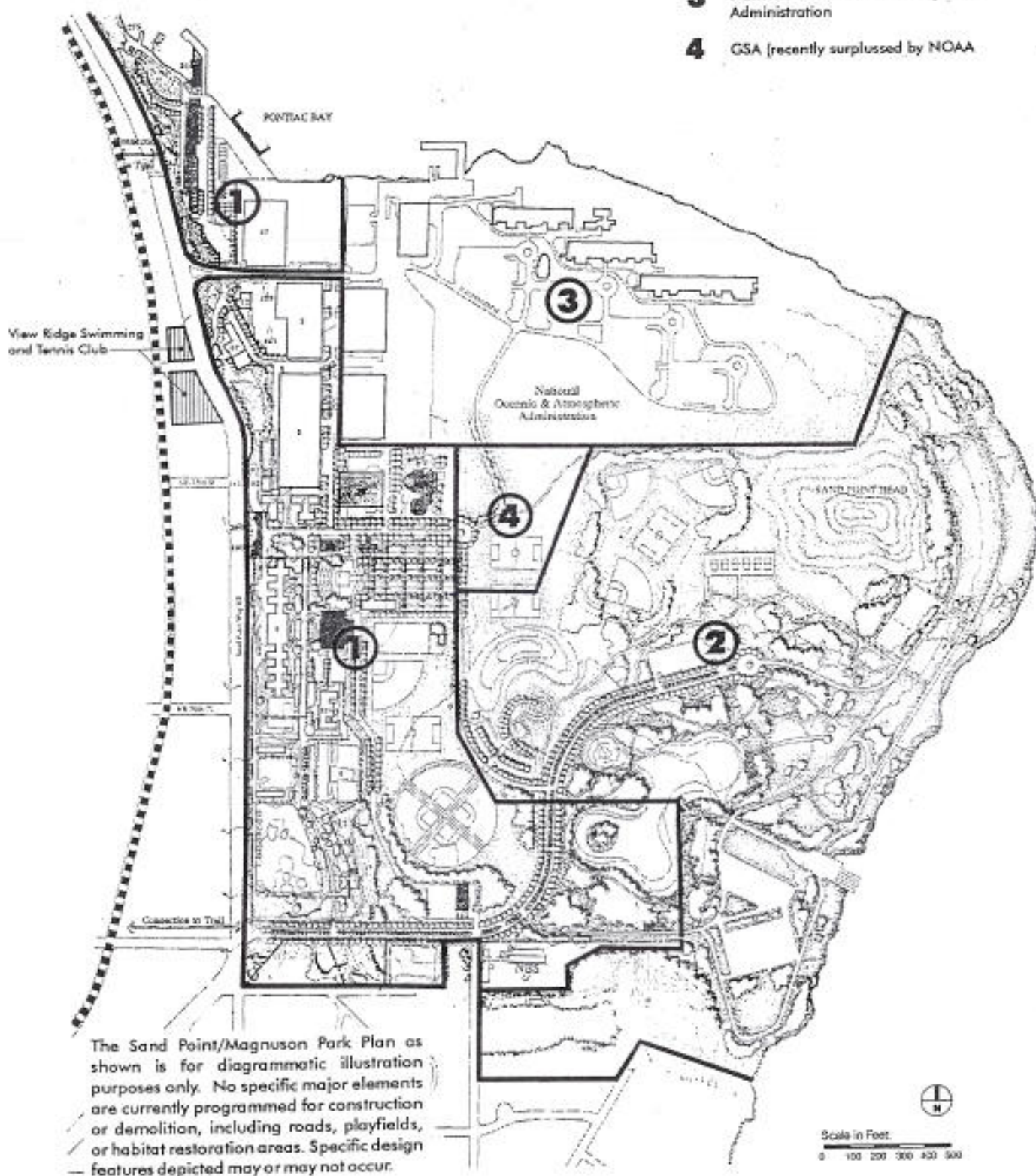
During World War I, Sand Point was identified by the military as being the best potential location for sea plane operations on Puget Sound. At the prospect of obtaining an airbase, King County began to assemble land in the early 1920s which it agreed to convey to the Federal Government at no cost. The County's holdings eventually reached a total of 400 acres. Military aviation operations began in 1924. A group of Army planes completed the first round-the-world military flight at Sand Point in that year. On March 4, 1925, Congress passed an Act which created the Sand Point Naval Air Station.

Existing Land Ownership Context

Figure 2.1

LEGEND

- 1** U.S. Navy
- 2** City of Seattle (Department of Parks and Recreation)
- 3** National Oceanic and Atmospheric Administration
- 4** GSA (recently supplussed by NOAA)

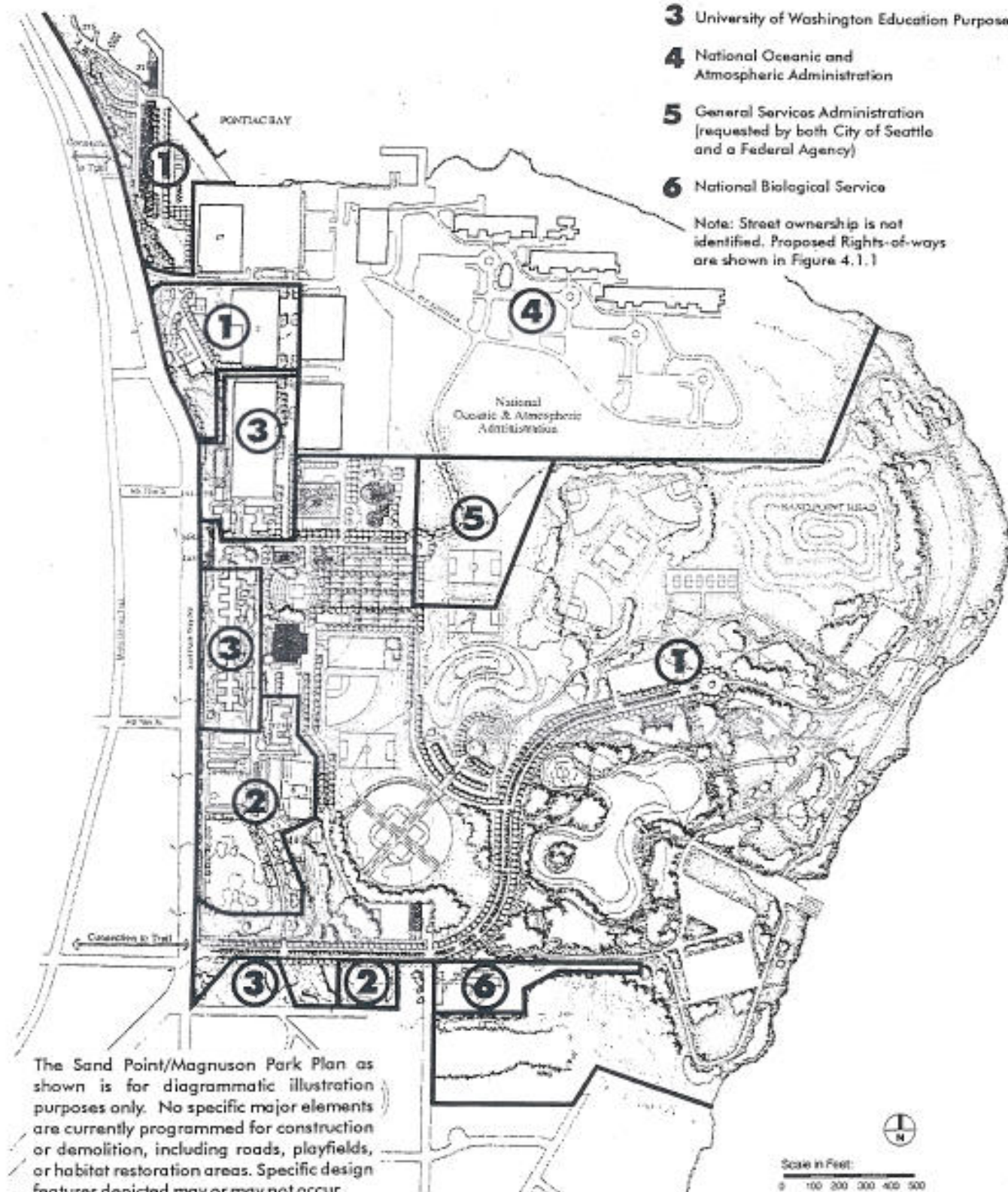


Proposed Land Ownership

Figure 2.2

- 1** City of Seattle
Parks and Recreation Purposes
- 2** City of Seattle
Housing and Human Services Purposes
- 3** University of Washington Education Purposes
- 4** National Oceanic and
Atmospheric Administration
- 5** General Services Administration
(requested by both City of Seattle
and a Federal Agency)
- 6** National Biological Service

Note: Street ownership is not identified. Proposed Rights-of-ways are shown in Figure 4.1.1



The Sand Point/Magnuson Park Plan as shown is for diagrammatic illustration purposes only. No specific major elements are currently programmed for construction or demolition, including roads, playfields, or habitat restoration areas. Specific design features depicted may or may not occur.

1926 - World War II

The base grew slowly until the mid-1930s, eventually reaching a final size of approximately 500 acres. Initial construction was limited to runway improvements, frame hangars, and barracks. Buildings 2, 9, and part of 5 were built at this time. The Sand Point landscape was leveled and Pontiac Bay and Mud Lake were filled to accommodate the runways and buildings, thus obliterating marshes, streams, and ponds.

In the late 1930s, planning began for a vast expansion program at Sand Point which would make it the main supply and repair unit for Navy air bases in Alaska and the North Pacific. The planning and design of the new facilities was handled by the Work Projects Administration. Many of the design drawings from this era still exist in the Sand Point archives, which are located in Building 138 at Sand Point. As a result of this expansion, Sand Point eventually doubled its personnel, tripled its repair facilities, and quadrupled its supply and storage facilities.

World War II

U.S. involvement in World War II brought an increase in war-time activity to Seattle. Sand Point reached the height of its activity during the war with 4,625 Navy and Marine personnel and 2,834 civilian employees. Its military capability was increased with the addition of storage bunkers for ammunition along the shoreline. During this period Sand Point functioned as a principal air base, and also provided logistic support for auxiliary

air stations, outlying fields, and the fleet units based on them. Logistic support included the furnishing of material, provisions, aviation equipment, and supplies required for the support of these activities, and the maintenance of facilities for the testing and repair of Naval aircraft engines (Photo 2.1). An extensive building program resulted in a vast array of new facilities of all types. By 1945, the value of Sand Point's facilities was estimated at \$25,000,000. Total personnel, both civilian and Navy, averaged 7,459 persons. Building construction undertaken since December 7, 1941 totaled \$1,800,000 by the war's end.

Post-World War II

Sand Point continued to be active during the Korean War and afterward, although lobbying of the General Services Administration for surplusage of land at Sand Point began in the mid-50s. In 1957 the peninsula was identified as a potential park site by the "Comprehensive Plan for Seattle," which also stated that an airstrip was an incompatible land use. Military flying by the Navy was discontinued in July 1970, and the name of the base was changed to Naval Station Puget Sound. In the early 1970s, 347 acres of the base was surplused in several parcels to NOAA and to the City of Seattle Parks Department (for Magnuson Park). The Navy retained 153 acres for use as a Naval Support Activity. Base reuse planning began in 1991 for the closure of Sand Point, which was no longer needed by the Navy due to the transfer of functions to the new Naval Station Everett at Everett, Washington.



Photo 2.1 Former hangar at Sand Point

2.3 Master Plan Context for Design Guidelines

The *Reuse Plan* is the basis for these design guidelines. However, a number of visions for the existing Magnuson Park and the newly transferred Sand Point properties have been developed over the years. The most notable of these include the 1975 Jones and Jones' *Sand Point Park Master Plan*; a 1988 *Draft Master Plan* by Worthy and Associates; the *Citizens Preferred Reuse Plan*; the *Community Preferred Reuse Plan for Sand Point* as adopted by the City Council in 1993; and the 1995 *Vision of Magnuson Park* prepared by Richard Haag Associates, Inc., for the Sand Point Community Liaison Committee. All of these culminated in the 1997 *Reuse Plan*, which is comprised of the Comprehensive Plan amendment, the Physical Development Management plan, and Zoning. The *Reuse Plan* reflects opportunities and priorities held in common with previous planning efforts, briefly summarized as follows:

- Recognition of the importance and continuing presence of the buildings in the historic Sand Point core area.
- Recognition of the need for multiple access points along Sand Point Way through the historic core area into Magnuson Park.
- Identification of the restoration of a natural biological community, centered on Mud Lake, as a primary goal.
- Identification of a dense complex of active recreation facilities in Magnuson Park adjacent to the historic core area.
- Use of a Magnuson Park entry road beginning at Sand Point Way and NE 65th Street to separate the active recreation area from the more natural Mud Lake area.
- Demolition of the existing Navy Commissary area to expand parkland.

The Design Guidelines Manual focusses on the essential design questions involved in converting the property to public uses. Those guidelines are needed particularly with respect to development of the historic building core of the former Naval station being transferred to non-Federal control.

For some of the open space areas being transferred, ultimate sizes and configurations will continue to evolve with further analysis of City needs and design alternatives. These evolving areas include, but are not limited to:

- The sports fields,
- The Mud Lake/natural habitat area, and
- The south entrance road.

The guidelines are adaptable and applicable to whatever ultimate size and configuration of Mud Lake, the entrance boulevard, and sports fields may be adopted.

2.4 Designation of Activity Areas

According to the *Reuse Plan*, the Sand Point property will be divided into six Activity Areas: (1) the North Shore Recreation Area, (2) the Education and Community Activities Area, (3) the Arts, Culture, and Community Center, (4) the Magnuson Park Open Space/ Recreation Expansion, (5) the Residential Area, and (6) the Federal Institutional Use Area. Figure 2.3 shows the location and size of these Activity Areas. For purposes of the design guidelines, Area 4 discussions typically include Magnuson Park as well. A brief description of each Activity Area and its planned future uses is given below. For a more complete description of the land use planning related to each Activity Area, refer to the *Reuse Plan*.

North Shore Recreation Area (Area 1)

At the Pontiac Bay shoreline at the north end of Sand Point is a large pier, boathouse, and other moorage facilities (Photo 2.2). Inland from the shoreline are the Navy's former Public Works offices and shops in Building 11, a vast paved area formerly used as parking for seaplanes, the former hangar space in Building 27, and open lawn areas that slope from Sand Point Way NE to the shoreline. This area is well-suited for recreation use as a waterfront park with boating facilities.

A second portion of Area 1 is located south of the NOAA access road and is substantially covered by paved areas and buildings. It is adjacent to Sand Point

Way NE. This area includes a former hangar (Building 2), a building that housed the Navy's motor pool (Building 67), and the former central steam plant (Building 12).

The North Shore Recreation Area will become a public park, affording public access to the Pontiac Bay shoreline. It is intended to become the site of a new center for small, non-motorized, hand launched boats, and potentially for other water-related recreation. This Activity Area is also expected to house an indoor recreation facility and allow for film production in conjunction with, or in support of, other arts, cultural, and recreational activities.

Education and Community Activities Area (Area 2)

Area 2, located in the north central portion of the site, is intended to be dedicated to the development of education and community service activities (Photo 2.3). The Education and Community Activities Area is located immediately south of the North Shore Recreation Area and directly north of the Residential Area, along Sand Point Way NE. This area is currently dominated by a large warehouse (Building 5) and a large office and barracks building (Building 9). Other structures in the Activity Area include Buildings 25, 29, and 192/141. Appropriate uses in these buildings include: educational programs such as primary, secondary, and vocational

schools; education-related administrative offices and short-term student housing; administrative, training, or storage uses by public or private non-profit agencies, with priority for agencies providing community or social services in other parts of the Sand Point site; and community and social services, such as a senior center, a non-profit community center, or other organizations that support residents of Sand Point and the surrounding neighborhoods.

The physical design of the Education and Community Activities Area is intended to create a linkage between the North Shore Recreation Area and the Arts, Culture, and Community Center Area. The intention is to permit an integration of the public uses of the entire base. An extension of the Burke-Gilman bicycle/pedestrian trail may be brought through this Activity Area to connect the trail to Magnuson Park.

Arts, Culture, and Community Center Area (Area 3)

The Arts, Culture, and Community Center Area is located at the center of Sand Point. This Activity Area will complement an expanded Magnuson Park and the adjacent Activity Areas.

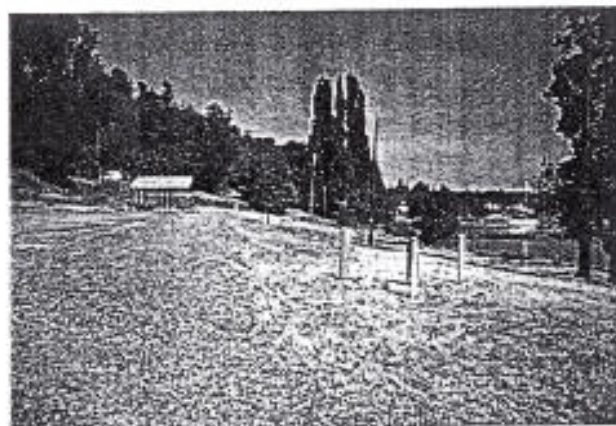


Photo 2.2 North Shore Recreation Area

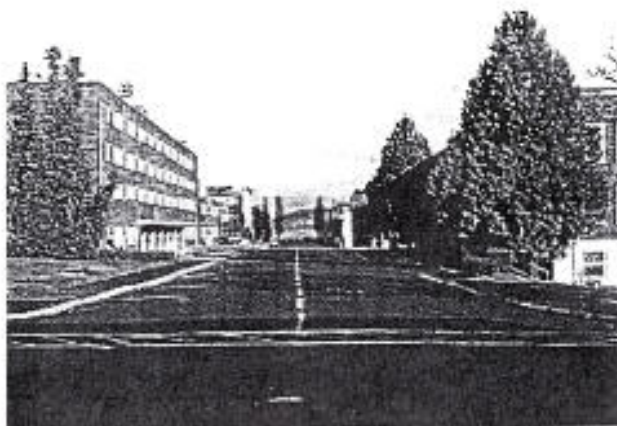
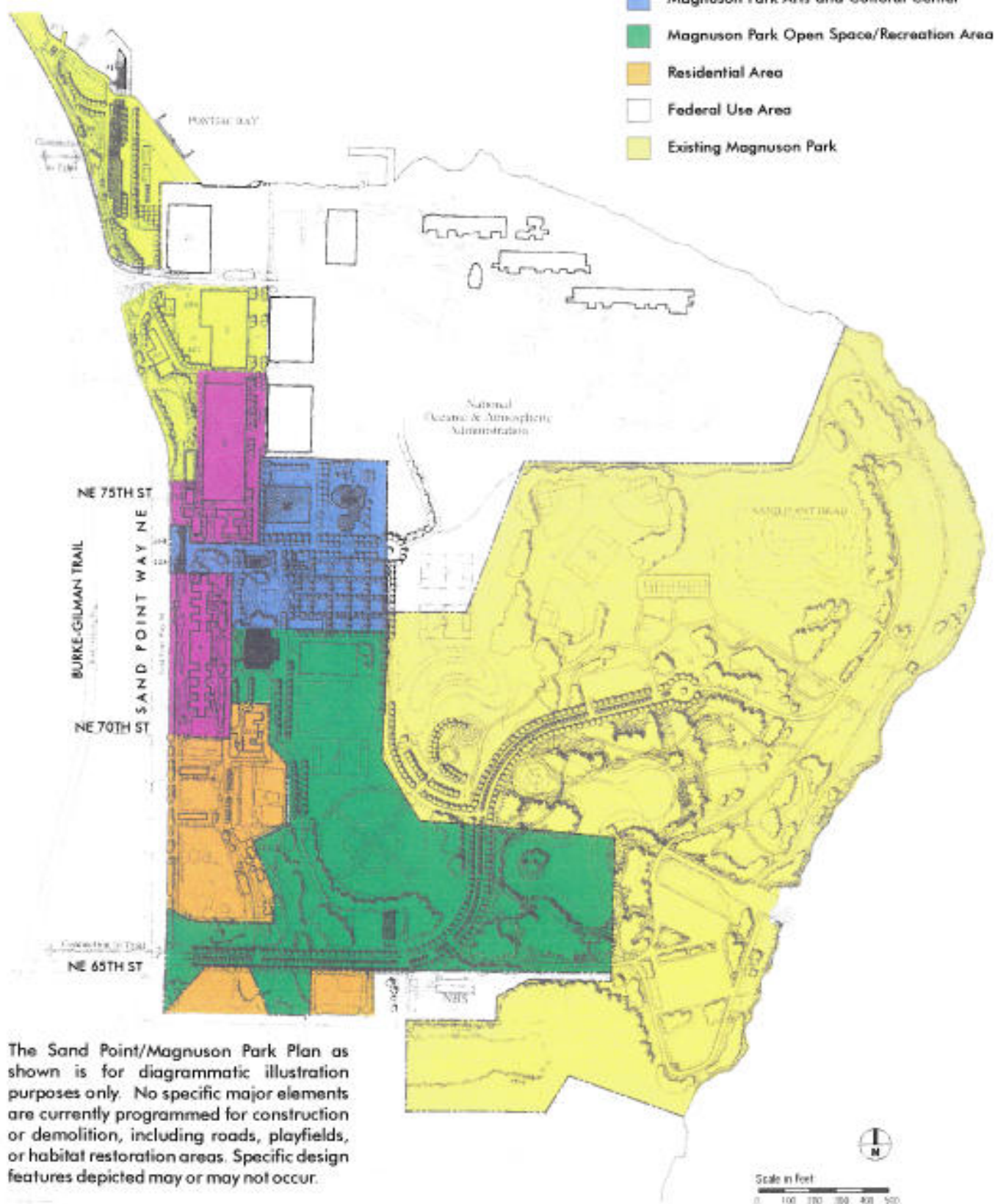


Photo 2.3 Education and Community Activities Area



Planned Activity Areas

Figure 2.3



The proposed Arts, Culture, and Community Center Area would include facilities for community events and theatrical and dance performances, art exhibitions, and instruction in performing and fine arts. Existing buildings at Sand Point would be used to create a mix of large and small spaces for performance, exhibition, studio, workshop, and classroom needs such as Buildings 18 and 30 (Photo 2.4).

Both short-term and permanent uses would provide a variety of opportunities for citizens of Seattle and the region. For example, Building 406 is intended to house a variety of activities for senior citizens, while Building 223 may be used for child care. Many of the spaces would be designed for multipurpose use to allow flexibility in programming. Significant opportunity exists in this area to construct meaningful public outdoor functional areas, with a new amphitheater and programmable festival/parking areas as shown in the *Reuse Plan* on and adjacent to the site of the existing Building 222.

Magnuson Park Open Space/Recreation Expansion Area (Area 4)

Much of the south end of the Naval base property will be added to Magnuson Park, creating an improved park entrance at the intersection of NE 65th Street and Sand Point Way NE as well as providing additional sports fields and open space. It is the intent of the Parks Department to create a major new sportsfield complex in this area. Over the long term, the former Navy recreation center would be developed as a new community center with gymnasium, theater, indoor swimming pool, and meeting spaces (Photo 2.5).

Approximately 56 acres at the south end of the Navy base, immediately adjacent to the existing Magnuson Park, will easily be assimilated into the park. This area includes land along NE 65th Street east of Sand Point Way NE; the Navy's Commissary and Exchange area; the existing sports fields; and the recreation center proposed for Building 47. Use of much of this area has been contemplated for parkland since the original *Sand Point Park* master plan for Magnuson Park was prepared

in 1975. The removal of the Commissary/Exchange buildings will allow for a better roadway and separate bicycle/pedestrian access to the park, as well as restoration of the former Mud Lake wetlands that existed until the Navy airfield was extended in the 1930s. Acquisition and reuse of Building 345 in this Activity Area will also allow for a park maintenance facility to be developed consistent with the original park plan and as recommended in the Department of Parks and Recreation's *1993 COMPLAN*.

Residential Area (Area 5)

The Residential Area, located in the southwestern portion of the site, includes a number of existing residential buildings that will be rehabilitated to provide housing. New construction in this Activity Area is proposed to provide additional housing of up to 97 units for homeless families and individuals. An unspecified number of units for student family housing may be



Photo 2.4 Building 30 in Activity Area 3



Photo 2.5 Future community recreation center in Activity Area 4

constructed on approximately 2.25 acres of the Residential Area, south of NE 65th Street, which will be owned by the University of Washington.

Existing buildings in this Activity Area include Buildings 6, 26N, 26S, 224, 310, 330, 331, 332, 333, and 334. With the exception of Buildings 6 and 310, these buildings were formerly used by the Navy for residential purposes (Photo 2.6). The City proposes to demolish Buildings 6 and 310 to provide space for new construction of housing.

The City will promote the development of housing that enhances safety, reduces social isolation, and creates a sense of community among residents. Development of this housing will preserve the historic and neighborhood character of the site. On-site managers will be required for some housing development to ensure that services are provided to the residents and that the housing area is properly managed.

Federal Institutional Use Area (Area 6)

The two existing federal neighbors at Sand Point (NOAA and the National Biological Service) can be accommodated and better integrated into the Sand Point peninsula from a physical, social, and aesthetic perspective. The City will continue to work with these federal neighbors to ensure the compatibility of activities on the Sand Point peninsula. Within the limits of agency security, public access should be maintained, especially shoreline and natural areas. The visual and physical coherence of the site should be enhanced by any

neighboring Federal uses. Should these Federal agencies not gain ownership of this property for any reason, the City will work toward acquiring it for open space and recreational purposes. These design guidelines do not specifically apply to Federal agency property.

National Oceanic and Atmospheric Administration (NOAA)

NOAA will take ownership of Building 27, a former hangar adjacent to the North Shore Recreation Area, and the 10 acres surrounding it, including the existing entrance road and approximately 700 feet of waterfront. NOAA has stated its intention to use the building for large-scale storage of marine buoys, cable, and other nautical equipment, as well as some laboratory and office uses on a short-term basis.

National Biological Service

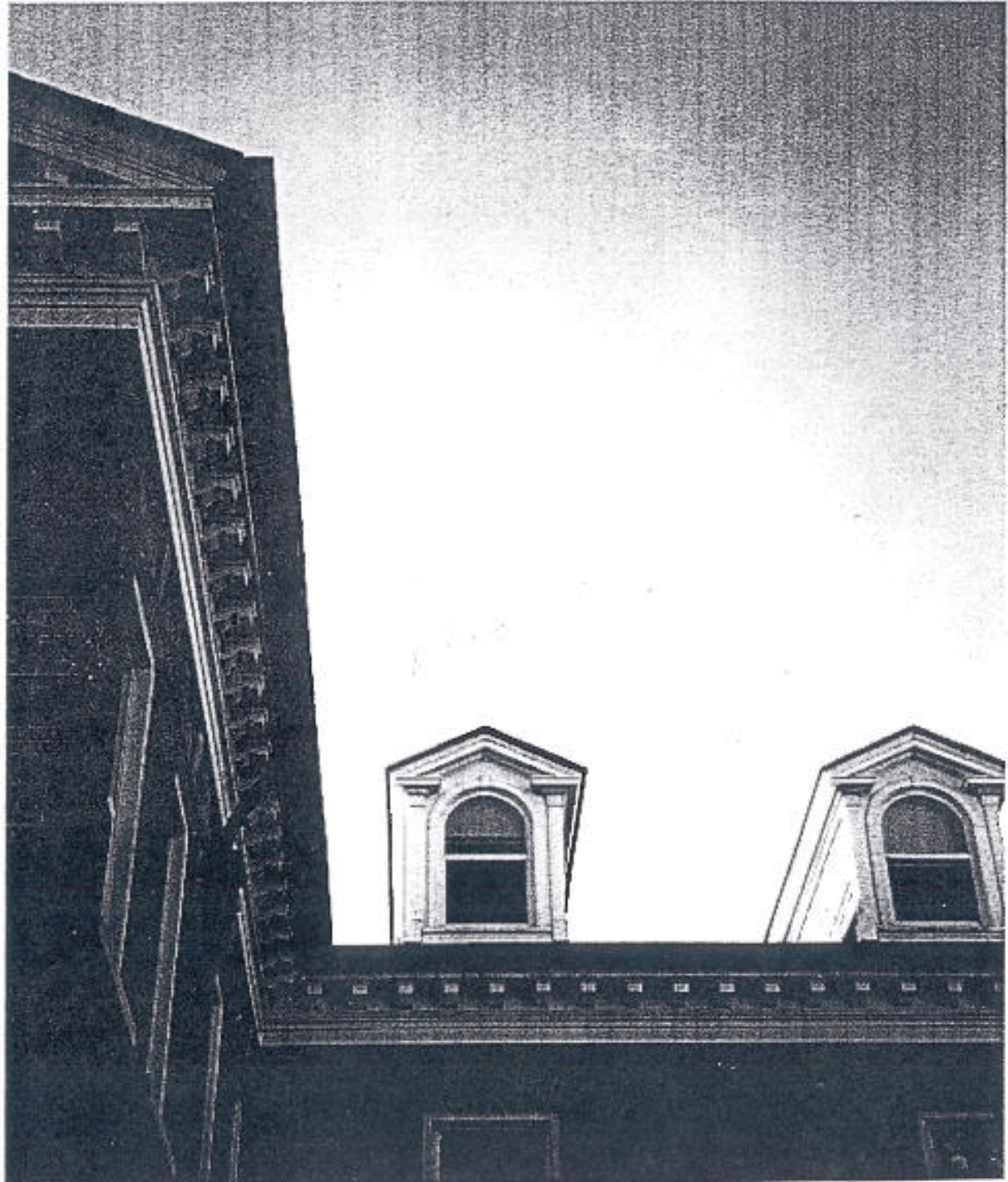
The National Biological Service will take ownership of approximately 4.8 acres, for which it currently has a long-term lease with the Navy. The continuing use is a laboratory and office facility for the National Fisheries Research Center. This activity has been compatible with the existing Magnuson Park, although provision could be made to better integrate the site with the surrounding open space. The facility would require continued use of the roadway leading to the existing boat ramp at Magnuson Park.



Photo 2.6 Former barracks in Activity Area 5

3 *Planning Concept*

- 3.1 Guideline Overview
- 3.2 Goals and Objectives
- 3.3 Roles and Responsibilities
- 3.4 Design Review Process



3.0 Long-Range Planning Concept

3.1 Guideline Overview

The intent of this Manual is to provide guidance for the planning, design, and implementation of projects at Sand Point/Magnuson Park. This guidance is provided by the following means:

- Articulation of long-range physical development goals and objectives for Sand Point/Magnuson Park;
- Identification of the existing policy and planning framework put in place by the City since reuse planning began;
- Presentation of Development Framework Plans for each of the 5 Activity Areas at Sand Point/Magnuson Park which identify critical programmatic design features and problematic existing conditions to be addressed in future design efforts; and
- Specification of technical guidelines to guide design choices for all aspects of construction at Sand Point, including architecture, site design, landscape restoration, utility upgrades, siting of artworks, building mothballing, and building demolition. These guidelines also include a discussion of the permit and approvals process for the various types of projects.

Goals for the development of Sand Point were identified in Chapter 1. The critical goal of the Design Guidelines Manual is to help implement the Reuse Plan as adopted by the City Council.

The existing policy and planning framework has been spelled out in a number of documents, some of which have been adopted by the City Council, others of which are part of the Reuse agreement with the U.S. Navy. These documents are listed in Table 3.1. This existing policy framework represents the building blocks of base reuse planning at Sand Point. Project proponents should become familiar with these documents.

For this Manual, existing physical conditions and programmatic design needs have been analyzed on an area-by-area basis in a series of plans called the Development Framework Plans (DFPs). These DFPs are presented in Section 4.1, Site Design. As shown in Figure 3.1, a DFP has been developed for each of the five Activity Areas at Sand Point/Magnuson Park (Area 6 - Federal Institutional Use Area - is not incorporated into these design guidelines). The DFP includes only a portion of a given Activity Area. The area selected for each DFP was chosen to provide typical examples of potential design constraints and to illustrate require-

Table 3.1 Planning and Policy Documents Related to Sand Point/Magnuson Park

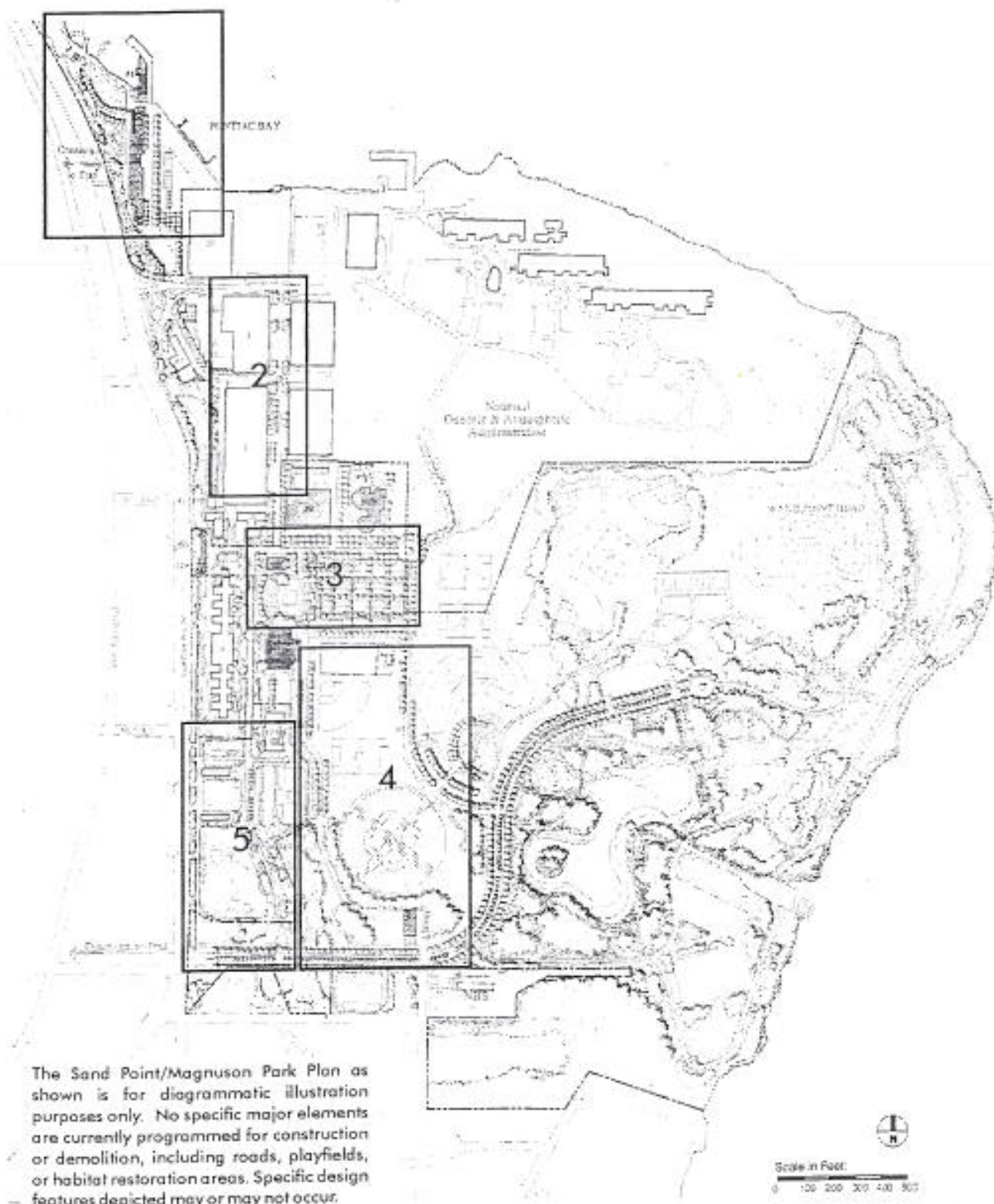
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|---|
| <ul style="list-style-type: none"> <input type="checkbox"/> Sand Point Amendments to the Comprehensive Plan, City of Seattle (1997) <input type="checkbox"/> Sand Point Physical Development Plan, City of Seattle (1997) <input type="checkbox"/> Zoning Amendments for Sand Point, City of Seattle (1997) <input type="checkbox"/> Sand Point Reuse Project-Final EIS, City of Seattle (1997) <input type="checkbox"/> 1993 Seattle Park and Recreation COMPLAN, City of Seattle (1993) <input type="checkbox"/> Historic Properties Reuse Plan (HPRP), City of Seattle (under development) <input type="checkbox"/> Construction Impact Management Program, City of Seattle (under development) <input type="checkbox"/> Transportation Management Program, City of Seattle (under development) <input type="checkbox"/> Urban Wildlife and Habitat Management Plan, City of Seattle (1994) |
|---|

Key Map to Development Framework Plans

Figure 3.1

LEGEND

Identifies area treated by
Development Framework Plans
in Chapter 4.1.



ments related to specific near-term design needs (for example, the treatment of the entrance drive at 65th Street NE and Sand Point Way).

The technical guidelines make up the greater part of the document. They provide the heart of the Manual - the identification of specific materials, colors, architectural treatment, furnishings, plant material, signage, etc. covering typical situations at Sand Point/Magnuson Park. The technical guidelines also identify a palette of materials which, if adhered to, will result in the development of a unified and coherent environment in the years to come.

3.2 Goals and Objectives

Years of planning have articulated a vision for Sand Point as a multi-purpose regional center. Specific goals identified to help implement this vision were discussed in Chapter 1 of this document.

Design Goals

The Design Guidelines Manual is based on three overarching design goals intended to create a memorable, enduring, and useful public complex from the former Naval Station Puget Sound, Sand Point including both Sand Point and Magnuson Park. These goals are as follows:

- To create a single identifiable place at the former Naval Air Station;
- To retain the historical character of Sand Point; and
- To reveal the authentic character of the buildings and the landscape, rather than creating new identity.

In the years ahead, there will doubtless be many moments when designers are struggling with specific interpretations of the design guidelines. When it becomes unclear how to apply the design guidelines, project proponents should return to these three main goals and ask themselves how their project responds to them.

Objectives

Specific objectives have been identified for the design guideline process to implement these goals. The purpose of these objectives is to give structure to the development

of the technical guidelines. These are as follows:

- Provide the necessary clarity, procedures, ease of use, and understanding to establish a high standard for individual project implementation.
- Foster the visual and functional integration of open space, recreation, and campus components for Magnuson Park/Sand Point and the local community.
- Ensure continuity for ongoing incremental improvements and phased development for a wide range of projects that include park development, site improvements, and building adaptation and rehabilitation.
- Integrate the long-term objectives and individual interests of the primary stakeholders in the project into the final design guidelines.
- Incorporate stewardship and sustainable design concepts into all aspects of the design guidelines.
- Provide for long-term flexibility of the Design Guidelines Manual to allow for amendments and revisions that may be required over time.

3.3 Roles and Responsibilities

Management responsibilities of the City for Seattle property at Sand Point is shared among three City agencies: the Seattle Department of Parks and Recreation (DPR); the Department of Housing and Human Services (DHHS); and the Office of Sand Point Operations (OSPO), a branch of the Office of Management and Planning. OSPO will coordinate development activity at Sand Point. As a major property owner at Sand Point, the University of Washington will also have a role to play.

In addition to the three lead City agencies, there are a number of affiliated stakeholder groups. These consist of organizations that are expected to own, lease, and operate facilities at Sand Point, have input into the shared operations of facilities at Sand Point/Magnuson Park, or otherwise have a stake in the development of the property. The Sand Point Advisory Committee (SPAC) is intended to provide a forum for these stakeholders, including programs and service providers at Sand Point, the City, the neighboring community, and

the larger City community to discuss and advise the City on development and programmatic matters relating to Sand Point. SPAC will also provide input on potential future amendments to the *Reuse Plan* as needed. See Table 3.2 for SPAC membership.

SPAC may establish committees as appropriate to advise on special matters. These committees will consist of SPAC members plus additional community representatives as appropriate. A design review committee will have responsibility for reviewing project design proposals with respect to consistency with design guidelines. This includes all actions that would alter the function and appearance of buildings and grounds, create new structures, change circulation patterns or parking, and other such capital improvements. All projects at Sand Point/Magnuson Park should be reviewed initially by the design review committee prior to submittal to other agencies for review. The design review committee will make a recommendation to the owner of the property. If the City owns the property, the recommendation will be made to the head of the City department responsible for

the property. The owner or the City department head will have the responsibility of the final decision as to implementation of a recommendation of the design review committee.

Design Guideline review at Sand Point/Magnuson Park will take differences between different parcels into account. For example, some parcels are located within the potential Sand Point Historic District (Figure 3.2). These portions of Sand Point have been found to be eligible for listing as an historic district on the National Register of Historic Places. All projects within that district will be subject to the standards established by the City's *Historic Properties Re-use and Protection (HPRP) Plan*. In many cases, additional review by the State Historic Preservation Officer (SHPO) or the Seattle Historic Landmarks Board may be required.

Another difference with regard to design treatment among individual parcels relates to Magnuson Park.

Table 3.2 Membership of the Sand Point Advisory Committee


- ☐ The president of the Sand Point Community Liaison Committee
- ☐ One representative designated by the Sand Point Community Liaison Committee
- ☐ One representative designated by the Northeast District Council
- ☐ One representative designated by the Director of DHHS
- ☐ One representative designated by the Superintendent of Parks and Recreation
- ☐ One representative from the University of Washington
- ☐ One representative from the Sand Point Arts and Cultural Exchange
- ☐ One representative from the Sand Point Community Housing Association
- ☐ One representative selected by the potential Sand Point tenants not otherwise represented
- ☐ One representative from the Seattle Planning Commission
- ☐ One representative from the Seattle Design Commission
- ☐ One representative appointed by the Mayor
- ☐ One representative appointed by the City Council President

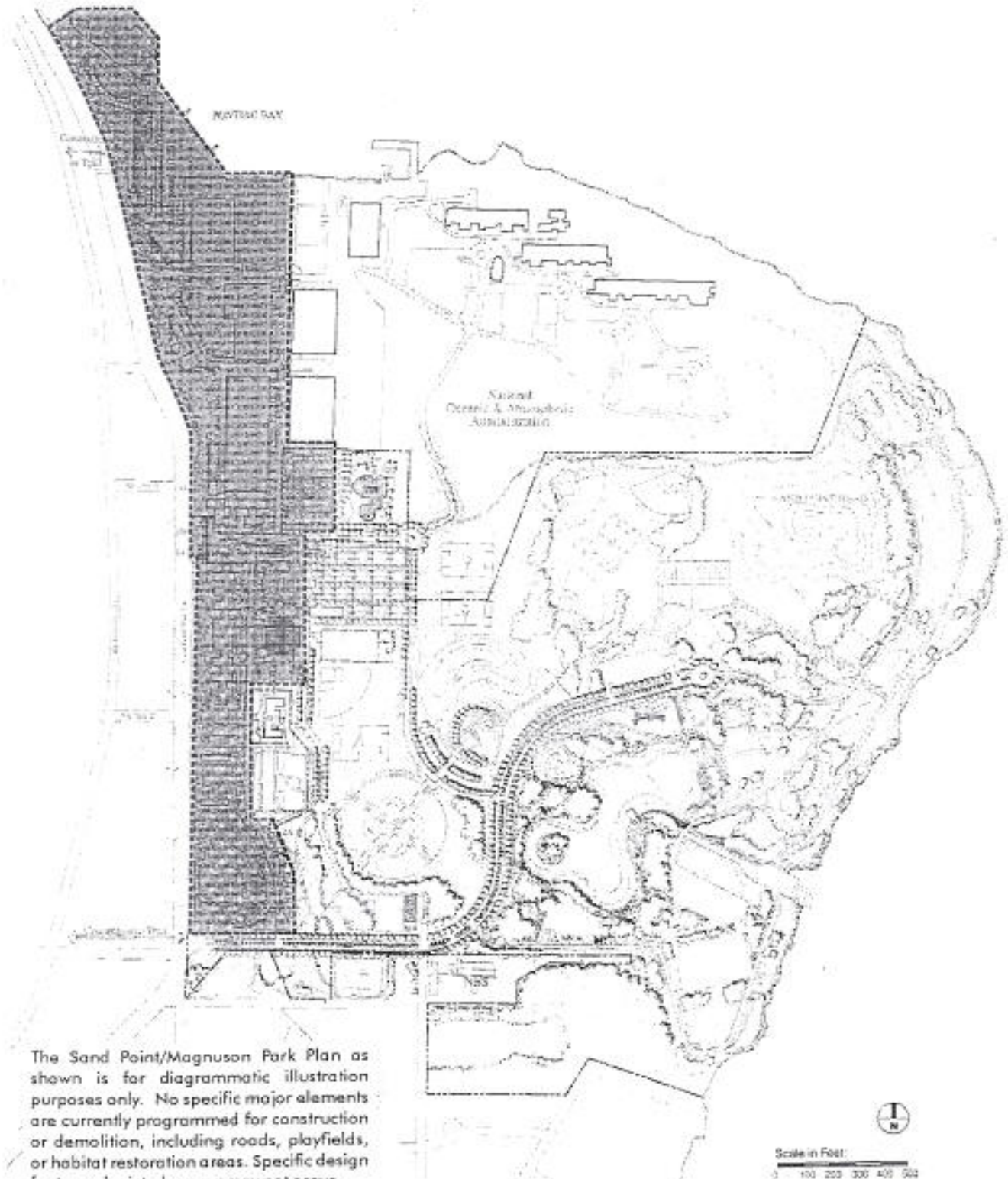


Eligible Historic District

Figure 3.2

LEGEND

 Sand Point Historic District



Magnuson Park has been in existence since the land was surplus by the Navy in the mid-1970s. Park development since that time has been largely guided by the *Sand Point Plan* (Jones & Jones, 1975). The *Reuse Plan* identified Activity Area 4 within Sand Point as an Active Recreation expansion zone for Magnuson Park, and the design guidelines address all of Magnuson Park. However, projects within Magnuson Park that are most distant from Sand Point, and likely to have little impact on the reuse development, will typically be of less interest to the Sand Point design review committee than projects within Area 4. The Superintendent of Parks will retain the authority to approve or reject all improvements to Parks Department property.

3.4 Design Review Process

Any project at Sand Point will undergo a series of review steps between its inception and final construction to ensure compliance with applicable regulatory requirements. This review process can vary widely depending on the nature and location of the proposed project. To clarify the overall review process, a generalized design review process diagram is depicted in Figure 3.3 illustrating the various review steps a project may undergo. For simplicity, these are aggregated into 3 stages. Stage 1 relates to compliance with the design guidelines and the *Reuse Plan*, Stage 2 relates to project review for design appropriateness by various oversight agencies, while Stage 3 involves code review and permit acquisition for construction.

Stage 1 review involves initial conceptual planning of projects. Proposals should initially be presented to the Office of Sand Point Operations (OSPO). This includes all project types, including modifications to buildings, placement of public art, site modifications, new construction, etc. The Director of OSPO will review proposals for consistency with City policy, then coordinate review by the landowner (in some cases, the project proponent and landowner will be the same). OSPO staff with special training in historic preservation will also review projects within the proposed Historic District. If the Director believes the project is consistent with City policies, it will be presented to the design review

committee for review. The committee will prepare comments, which will focus on application of the design guidelines and, for projects within the proposed Sand Point Historic District, the HPRP Plan will apply. It is assumed that projects will be conceptual in nature during initial review, and that the design review committee will review the project again at a later date when it is more fully developed.

Stage 2 review consists of oversight by a number of different design review agencies who are typically concerned with design appropriateness. Most, but not all, will be City of Seattle agencies. Most projects will not be subject to all of the review cycles identified. For more specific information about how these review processes work, the individual agencies should be contacted directly. In general, the criteria for these various reviews are as follows:

- Arts Commission review: public art projects in the City are typically reviewed by the Arts Commission for appropriateness. In the case of donated artworks, the specific land-owning agency must approve the conditions of acceptance to ensure ongoing maintenance is funded. Refer to Section 4.3 for more in-depth information.
- Historic review: If the project is within the proposed Historic District boundaries, it must undergo review by various agencies with oversight on historic resources. The exact protocol for that review is presented in the HPRP Plan, developed as part of the Programmatic Agreement for transfer of the property from the Navy to the non-Federal owners. For projects having an effect on historic resources, the State Historic Preservation Officer will have a review responsibility. For projects involving Federal funding from the Department of Housing and Urban Development, the Seattle Landmarks Preservation Board will also have a review responsibility.
- The Seattle Design Commission reviews capital improvement projects for all City agencies as well as work by private consultants in the public right-of-way. Therefore, the majority of projects at Sand Point will

be reviewed by the Design Commission. Design Commission review typically takes place at multiple stages in the design process.

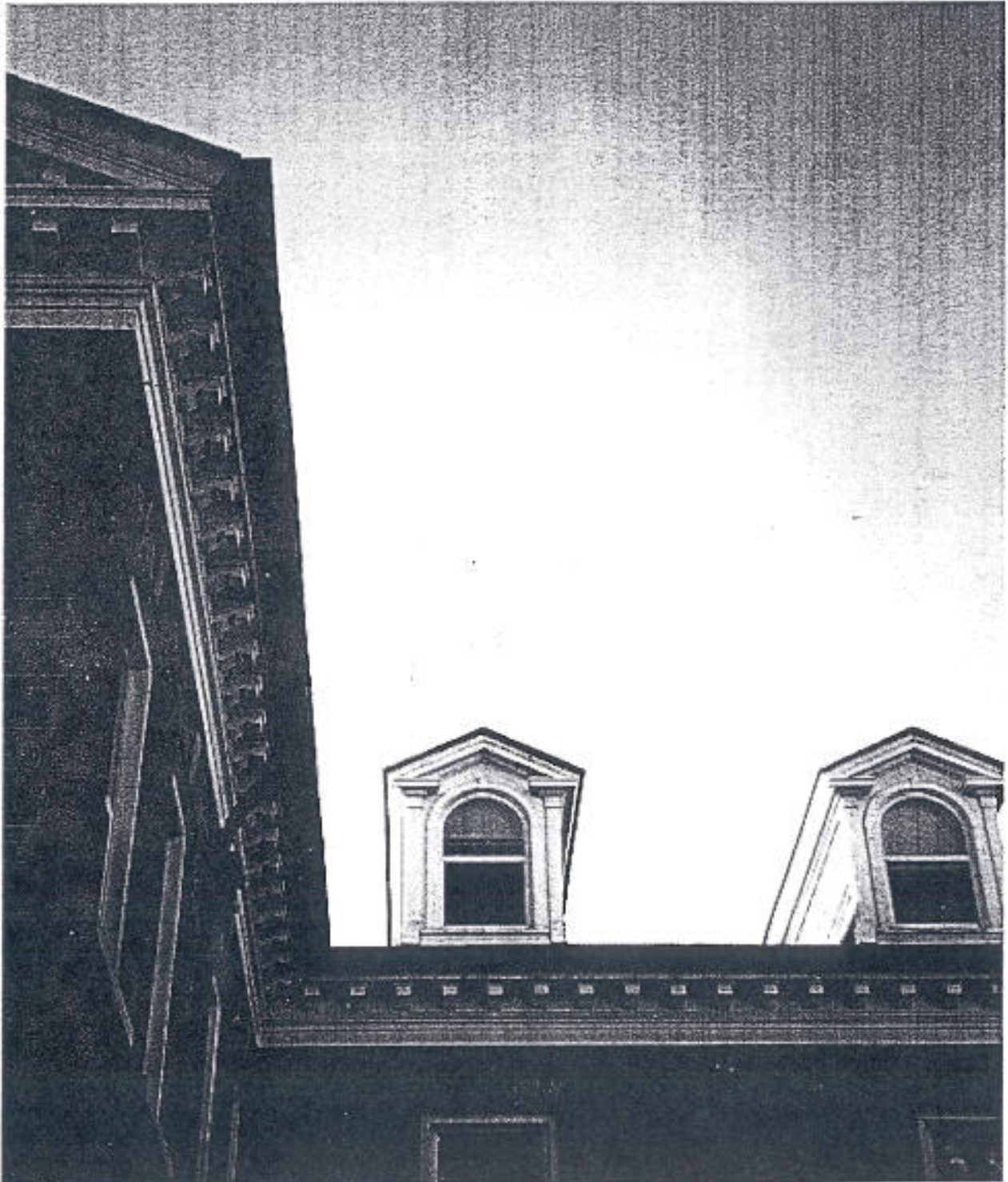
- The Seattle Department of Construction and Land Use (DCLU) Design Review process applies to new multifamily, commercial structures, or mixed-use projects which exceed certain thresholds as defined by the State Environmental Policy Act (SEPA), in certain land use zones. This includes land zoned L3, so it may apply to certain projects at Sand Point. It is not required of institutional/public projects, such as schools, churches, museums, etc. as they are not multi-family or commercial. Design Review is a part of DCLU's Master Use Permit (MUP) process, which involves public hearings. It is possible that other components of the MUP process may be involved in a given project, such as zoning, variance, SEPA review, etc. The Office of Sand Point Operations can assist in determining the full scope of DCLU review.

Stage 3 refers to the requirement for obtaining actual construction permits. Permit review occurs after the project is well developed, often not until after construction documents have been prepared. It involves such procedures as building code review. Among the permits which may need to be obtained are street occupancy permits, grading permits, and other permits which show that the design is in compliance with building and zoning codes, as well as with the terms of any variances. Typically, obtaining these permits is the responsibility of the project architect, engineer, or general contractor.

The Sand Point design review committee will review the project one or more times during this phase of design. This review will likely take place during the Design Development or early Construction Documentation phases, in a conventional design process. For other projects, such as public art proposals, this design review will occur at the appropriate time, generally defined as that time when the project is adequately developed with drawings and models to communicate design intent and implementation with a degree of completeness.

4 *Technical Guidelines*

- 4.1 Site Design Guidelines
- 4.2 Architectural Guidelines
- 4.3 Public Art Guidelines
- 4.4 Utilities Guidelines
- 4.5 Demolition Guidelines
- 4.6 Mothballing Guidelines



4.0 Technical Guidelines

The technical part of the Design Guidelines Manual is divided into six areas: Site Design Guidelines, Architectural Guidelines, Art Guidelines, Utilities Guidelines, Demolition Guidelines, and Facility Mothballing Guidelines. The section on Site Design Guidelines is further divided into nine subsections, addressing topics such as circulatory planting, etc. In general, each of these guidelines follows the following format:

- Objectives
- Procedural and Permit Considerations
- Design Principles
- Technical Guidelines

"Objectives" identifies the specific objectives of that particular technical guideline in response to the need to implement overall reuse goals. "Procedures" identifies specific procedural hurdles and approval requirements which apply to that subject area. "Design Principles" identifies an overall strategy for design guideline development and controls. "Technical Guidelines" addresses areas of specific design treatment (e.g., lighting, planting, signage, etc.).

4.1 Site Design Guidelines

Objectives

Site Design Guidelines are concerned with the appearance and function of the entire landscape within the Sand Point/Magnuson Park boundaries, whether they involve public streets, public parklands, private leaseholds, or other land categories. The purpose of the Site Design Guidelines is to identify major programmatic design elements and a materials palette for Sand Point/Magnuson Park, and demonstrate how those materials are to be used on a case-by-case basis through the development of a site design framework, which is elaborated in the sections that follow. Specific objectives to be achieved through implementation of the Site Design Guidelines are as follows:

- Provide the means to unify Sand Point/Magnuson Park through development of a common landscape treatment.

- Articulate a conceptual design framework for both public and leasehold property within each Activity Area at Sand Point/Magnuson Park which will gradually be implemented over time by individual projects.
- Identify a set of site design principles and design material palettes specific to Sand Point/Magnuson Park for use in project development.
- Develop guidelines which respect and enhance the historic character of Sand Point.

In general, Site Design refers to design of exterior elements, streetscapes, landscaping, recreation areas, and other non-architectural elements. It does not refer to buildings, art, or utility design. These are covered in other sections.

Procedural and Permit Considerations

Due to the complexity of governance and operations of Sand Point/Magnuson Park, a number of agencies and groups will be involved in review of built projects, as discussed in Section 3.3. Initial project review will occur through the design review subcommittee. The membership of this committee will represent various stakeholders and citizen groups, as well as the previously mentioned agencies. A partial list of other design oversight committees which may need to be consulted include the Seattle Design Commission, the DCLU, the Landmarks Preservation Board, and the State Historic Preservation Officer. If it appears that consultation with these agencies may be necessary, it is advisable to make contact as early in the project as possible to avoid project delays.

It is important to note that site design projects within the proposed Historic District may require review by the SHPO. Where proposed projects will affect important elements, the SHPO will review these proposals to ensure that they respect the integrity and simplicity of the Historic District's landscape. A useful reference for landscape-related projects in the Historic District is the Secretary of the Interior's Standards for the Treatment of Historic Properties with Guidelines for the Treatment of Cultural Landscapes. Important landscape elements within the proposed Historic District are presented in the HPRP Plan.

In addition to standard review by design oversight committees, a number of special building codes and standards may need to be considered and met when developing site-related projects to receive building permits. Which codes and standards are applicable will depend on the nature of the project and the location. The following is a partial list of some standards that may need to be consulted during design. This is not intended to be a comprehensive list—project proponents are responsible for ensuring that all standards are met.

- **Americans with Disabilities Act (ADA) standards:** ADA sets typical standards for site accessibility, including allowable slopes on walking surfaces.
- **Various national sports organizations:** All playing fields will typically need to meet the design standards set by the governing organization of that sport. Design goals should be determined in consultation with the Parks Department and local athletic associations.
- **Street signage:** The Seattle Transportation Department typically sets standards for street and traffic signs in the City of Seattle (see Section 4.1.9—Signage and Graphics).
- **Zoning:** Requirements for providing parking and landscaping are governed by City zoning ordinance. In addition, a special overlay district has been created for Sand Point/Magnuson Park.
- **Utility standards:** Regulated by the related agency - Seattle City Light, Seattle Public Utilities, etc.. Consult relevant utility agency for specific standards (see Section 4.4—Utilities Guidelines). For building sites, this includes meeting requirements for fire hydrants.
- **Shoreline Management Act (SMA):** Projects within 200 feet of the Lake Washington shoreline must meet provisions of the SMA.

A first step in obtaining building permits for site-related projects, regardless of land owner, is to hold a pre-permit meeting with the Seattle DCLU, to establish the permit requirements. Project proponents will meet with DCLU planners, discuss the nature of the project, and gain an understanding of what permits are needed. If required, the first permit application will be the Master Use Permit (MUP), if any use changes are being

requested. This will require public hearings and can potentially be a lengthy process. A MUP will typically be obtained prior to investment in extensive design documents.

Prior to construction, project proponents will need to obtain specific building permits from the DCLU. Other City agencies may need to be contacted for permits as well. If the project involves development within street rights-of-way for access or other functions, a street use permit will need to be obtained from the Seattle Transportation Department. If the project involves connections to City utilities, such as lighting, storm drains, or water, the respective utility department, such as Seattle City Light or Seattle Water Department, will need to approve plans and issue permits.

Design Principles

The intent of the design guidelines is *not to mandate design*, but to guide project designers by providing a framework within which decisions are made regarding program elements, material specifications, and other design choices. To that end, the Site Design Guidelines ultimately rest on a strong base of design principles. A designer encountering a situation for which the guidelines do not provide a specific solution should always refer to these principles. By respecting the following principles, the design will naturally fulfill the intent of the design guidelines:

Adhere to Simple, Cost-effective Solutions

The tenants and land-owning agencies operate with limited budgets. While aesthetics are important, a simple functional landscape is preferable to one that makes a bold statement, but does not integrate with the surrounding environment.

Respect the Historical Character of Sand Point

This principle often reinforces the first principle. Site design should reinforce the street pattern, delineate pavement areas, respect existing visual corridors, and make other design moves which are simple and cost effective, yet result in a strong sense of place. The Sand Point archives contain a nearly complete set of original site design drawings, dating from the mid-1930s, which

clearly identify the original design intent. These are an excellent resource to enable designers to respect the historic character.

Develop a Coherent Organization of Space

Much of the current Sand Point/Magnuson Park environment was developed over the years by individual construction actions which did not always respect the whole. For instance, pavement sometimes runs from building face to building face, with no separation of vehicles and pedestrians or clearly defined travel lanes. In much the same way, woody vegetation at Magnuson Park has grown by 'volunteering,' rather than by placement as a deliberate design to shape space.

Adhere to the Spirit of the Magnuson Park Master Plan

A number of prior Master Plans exist, as previously discussed. Despite various differences, these plans agree on many fundamental design elements. Those common elements relevant to Site Design include:

- The development of multiple entryways into Magnuson Park to relieve traffic congestion.
- The demolition of the Navy Exchange area and the restoration of Mud Lake as the centerpiece of a natural wildlife sanctuary.
- The development of an intensive recreation area immediately east of the proposed Sand Point Historic District.
- The construction of an entry boulevard which separates the passive and active recreation areas.
- The improvement of beach recreation opportunities.

Minimize Barriers between Sand Point and Magnuson Park

It is important to integrate Sand Point and Magnuson Park, particularly for all aspects of circulation - vehicular, bicycle, and pedestrian. The development of multiple access points and pedestrian loops is vital to maximizing the recreation potential of Magnuson Park.

Maximizing Sand Point as a Public Asset

Many sites will be developed for individual tenants. Semi-public amenities will be incorporated during such redevelopment, such as seating areas, ADA-compliant pedestrian connections, and landscaping.

Design Principles

Site design always occurs within a context. This context can involve open space, property ownership, street patterns, and visual connections, among other elements. For Sand Point/Magnuson Park, the most important new off-site open space connection to be made is to the Burke-Gilman bicycle trail, which parallels Sand Point Way one block to the west. Context is also established by existing land uses. Figure 2.3 identified the main proposed activities at Sand Point/Magnuson Park. Adjacent land uses include NOAA along the north side, the National Biological Service on the south, the University of Washington housing area along NE 65th Street, and residential neighborhoods along the north, west, and south sides.

The existing Navy street pattern is not entirely suitable for a city street pattern for reasons of public safety.

Figure 4.1.1 shows the City's proposed street pattern at Sand Point/Magnuson Park, based on the *Reuse Plan*. These include City streets, park streets, private easements, and other rights-of-way.

Figure 4.1.2 identifies view corridors at Sand Point. In general, these consist of axial views down established street corridors, or views between buildings from the high ground of Sand Point across Magnuson Park and/or NOAA to Lake Washington. It is desirable to maintain these view corridors when proposing potentially intervening or screening devices such as fences, buildings, plantings of trees, and other devices.

Development Framework Plans




To illustrate the use of the previously identified design principles and framework analysis, Development Framework Plans (DFPs) have been developed. Five DFPs in total are displayed here—one for each Activity Area at Sand Point (excluding the Federal Institutional Use Area). The DFPs consist of a graphic illustration of a specific portion of an area on which various constraints and opportunities have been identified. The ideas shown in the DFP can be extended to apply to the entire Activity Area. The purpose of the DFPs are to:

- Identify constraints and opportunities for designers within specific areas; and

Proposed Rights-of-Way: Sand Point

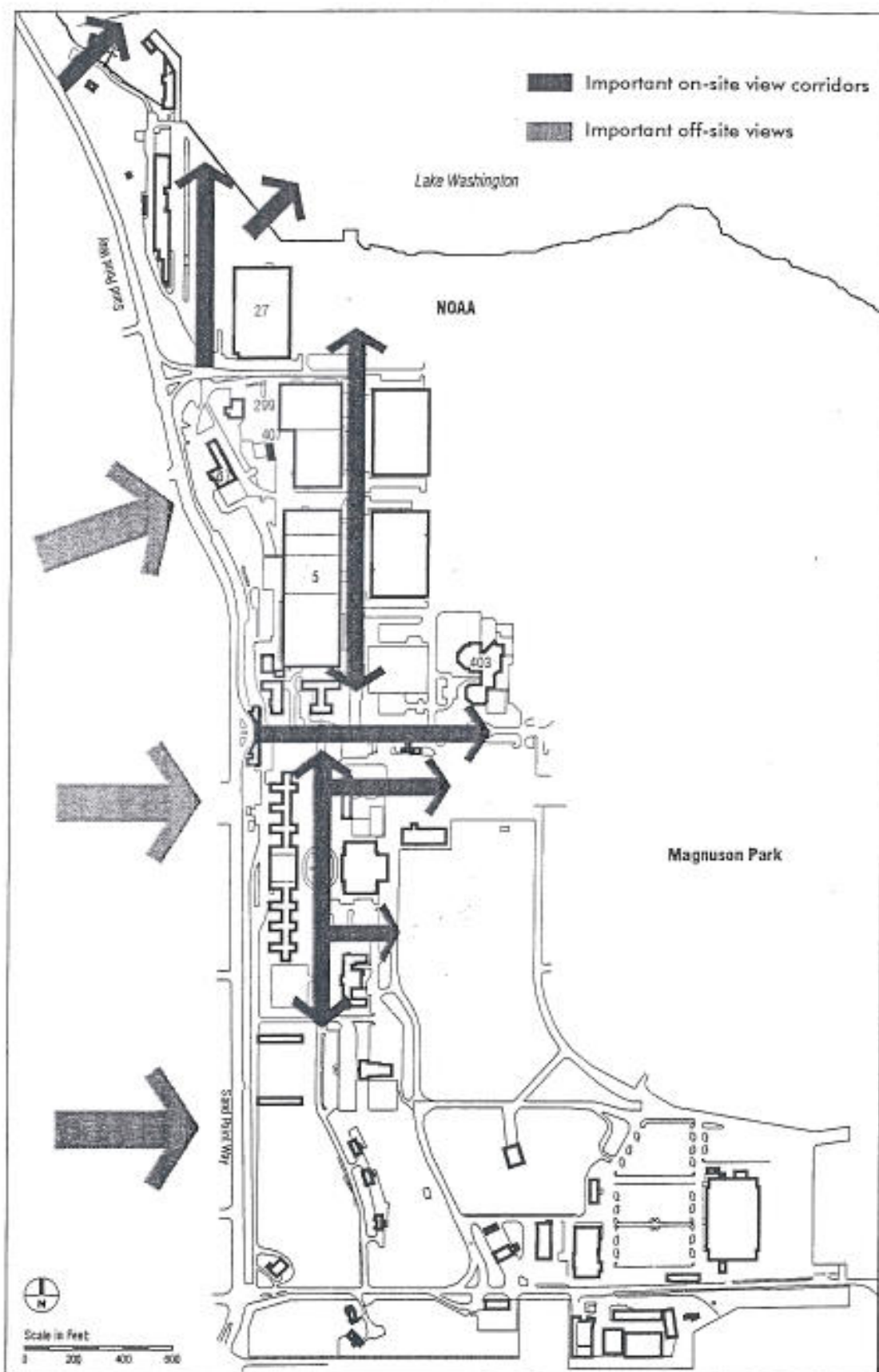
Figure 4.1.1

LEGEND

-  Proposed Public Street
-  Planned Access/Utility Rights-of-way
-  Planned Parks Road



The Sand Point/Magnuson Park Plan as shown is for diagrammatic illustration purposes only. No specific major elements are currently programmed for construction or demolition, including roads, playfields, or habitat restoration areas. Specific design features depicted may or may not occur.

*Figure 4.1.2 View Corridors*

- Identify programmatic elements necessary to the success of the ultimate development of this Activity Area.

Area 1—North Shore Recreation Area

The main structures within this area are Building 11 (intended for reuse as a fisheries research lab and as a sailing center) and Building 31 (included as part of the sailing center). Among the uses intended for Area 1 are a connection to the Burke-Gilman bicycle trail, development of a water-oriented recreation area adjacent Lake Washington, and development of a small boat sailing center. The latter requires successful conversion of existing buildings, design and construction of small boat storage, and placement of hand launch ramps along the shoreline bulkhead.

Existing conditions include a steep bluff along Sand Point Way, a major existing parking area consisting of thick pavements (which in some cases exceed a foot in thickness) originally built for seaplane use, and Building 27, a former hangar being adapted for reuse by NOAA. Area 1 is accessed by an underpass which is the terminus of an axial view past Building 27 and across the pavements to Lake Washington. It is important that future design elements respond to these existing conditions as shown within Figure 4.1.3.

The Burke-Gilman trail connection should follow the gentle slope to the north, before turning south along the water to Sand Point. The area at the base of the existing pier between Buildings 31 and 11 has the potential to become a very important area of concentrated activity. Movements into the beach area, along the bike path, and between Building 11 and the pier all intersect here. Reuse of the north end of Building 11 for concessions or a small cafe to take advantage of this concentration is encouraged. The visual axis to Lake Washington from the underpass should be maintained if possible.

The large pavement area between Buildings 11 and 27 is useful for parking, and as outdoor boat storage and laydown space for various activities related to small craft uses. Future use of this paved area should respect the desire for public water access. The existing shoreline bulkhead could be improved with a walkway or

esplanade, making an enjoyable feature for park users. This could be enhanced with a boat launch ramp related to the planned small craft center. Strategies for introduction of landscaped areas into the expanse of pavement should be explored. This includes placement of fill on top of pavement, if the existence of hazardous materials under the pavement would prevent its removal. Improved pedestrian access up the slope in front of Building 11 should be provided. It is preferred that no fence be placed west of NOAA's Building 27, in order to maintain the historic integrity of the existing space. The face of Building 27 itself could form a security barrier for NOAA.

Area 2—The Education and Community Activities Area

Figure 4.1.4 shows the newly named 63rd Avenue NE, which is bounded by Buildings 2 and 5 on the west and two former hangars adapted for reuse by NOAA on the east. Building 2 was originally built as an aircraft hangar, while Building 5 is a former warehouse, intended for reuse for a variety of purposes, including warehouse space. Among the goals of public space development as illustrated by this DFP are a more complete delineation of street travelways and pedestrian areas, addition of street furnishings and signage, and addition of planting for a richer landscape.

Existing conditions include unattractive fencelines along the NOAA boundary, a locked gate at the north end of 63rd Avenue NE, where it meets the NOAA access road, large expanses of concrete, and plantings which consist mainly of lawn. A priority is to better define existing pavement areas. This includes addition of curbs, sidewalks, accessibility ramps, and planting islands to create conditions safe for pedestrians and break up the monotony of large expanses of pavement. Special crosswalks are needed not only to define pedestrian lanes at street crossings, but also at the expansive curb cuts which can reach 200 feet or more. Other areas of special paving should be considered to create public seating areas and to identify major intersections. Creation of tree and groundcover planting areas to replace large areas of turf would reduce maintenance costs and provide a richer landscape experience. Tree selection should emphasize shorter ornamental and upright columnar varieties rather than tall, spreading

shade trees to respect the historic building facades and enhance the visual axis along 63rd Avenue NE.

Several components of a future circulation system would run through Area 2. A turnstile through the fencelines at the NOAA access road would enable development of a pedestrian loop trail along the Lake Washington shoreline from Magnuson Park through NOAA property. The Burke-Gilman trail connector should be identified with pavement striping along 63rd Avenue NE and 61st Avenue NE, in both directions. The intersection of 63rd Avenue NE and NE 77th Street could have special paving treatment to identify its importance and mark a turning in the road. Other potentially important features could include the addition of street and building identification signage, street lighting, and other furnishings.

It is proposed that the existing continuous fenceline on 63rd Avenue NE along the NOAA property be moved. A relocated fenceline could connect the existing NOAA hangars, allowing existing building facades to define boundaries and space in a manner respectful of the historical conditions of Sand Point.

Area 3—Arts, Culture and Community Center

This DFP was chosen to explore issues related to the creation of a public amphitheater in Area 3, as well as development of a multi-purpose, flexible parking area which could also be programmed as a festival plaza, farmer's market, or other programmable outdoor gathering space. Currently, the site consists of a two-story wood-frame former office building (Building 222) and a large open paved parking area, as shown in Figure 4.1.5. The existing parking layout is outdated, and there appears to be many opportunities for achieving greater parking efficiencies, particularly given the smaller size of modern cars. There is no landscaping within the existing parking lot, and physical identification of travel lanes is often missing, creating a public safety hazard.

The planned demolition of Building 222 will provide an opportunity to create a significant public improvement within the proposed Historic District. The Reuse Plan proposes a public amphitheater in this location. Design

of this amphitheater should be compatible with the surrounding architecture, and respectful of the existing relationships of buildings along 62nd Avenue NE to the street. Public access to the amphitheater from 62nd Avenue NE would need to meet ADA standards. The park access road located immediately east of Building 222 should be clearly delineated with curbs and walkways to ensure public safety. Removal of Building 222 and the design of the amphitheatre should be reviewed by the SHPO when conceptual plans are prepared.

The existing large parking lot could be reorganized through tighter lane and parking space definition, creation of planting islands containing ornamental shade trees, and better definition of travel lanes. Planting islands and lanes could be configured to accommodate many uses, as well as providing shade and visual appeal during public functions. Reconfiguration of existing roads to the east and west of this parking lot would allow for better lane definition and safer access to parking. The Burke-Gilman bicycle trail extension could be located on NE 74th Street. Removal of the traffic island installed on NE 74th Street should be considered to allow a better flow of traffic and passage of boat trailers (although its role as a traffic calming device may also be desirable), considering the new role of NE 74th Street as a park entrance road.

Area 4—Magnuson Park Open Space/Recreation Expansion

Figure 4.1.6 shows the former Navy ballfield area that consists principally of two baseball diamonds, both relatively unimproved by modern recreation standards. Field surfacing and drainage need improvement, and these fields would not withstand the intensity of use likely to occur as City facilities. This Activity Area is bounded on the east and west by existing Navy service roads. To the southeast is the former Navy Exchange retail facilities and a vast expanse of paved parking lots. The Parks Department proposes a significant expansion of recreational playing fields in this Activity Area. Other changes include the demolition of the Navy Exchange complex to allow habitat restoration. The terrain here is very low-lying and poorly drained. A small area of wetlands vegetation exists along an open

drainage channel at the foot of the slope below Buildings 330, 331, and 332. These fields will need to be raised significantly to allow for proper drainage.

Development of extensive athletic fields in this area requires the resolution of many issues prior to beginning work. The exact mix of athletic facilities must be agreed upon. Related support facilities must be identified, which could include seating, lighting, restrooms, picnic areas, playgrounds, and team locker rooms. Public comments have indicated an interest in co-locating athletic fields, picnic areas, and playgrounds to allow for joint use by family groups with children of different ages. It is probable that major athletic tournaments will eventually be held here; therefore, the means for providing concessions and adequate parking will need to be identified. Finally, although public opinion clearly supports both a diverse array of athletic fields and a compact design of those fields, this field complex must have a generous enough area that there is space between fields so that the area as a whole does not have an uncomfortable, cramped feeling.

Athletic fields development may affect the layout of any potential future lake restoration within Magnuson Park. The boundary between these two plan features will need study. Park design should allow adequate access to new habitat areas while protecting those habitats. Drainage will need to be considered, as earth moving will have a considerable cost. The feasibility of lake restoration itself needs further study, particularly with regards to water feature type and configuration, and to water supply source(s).

Area 5—Residential Area

Figure 4.1.7 illustrates proposed treatments for the south entrance into Magnuson Park, the open space area south of Building 26S, and the east perimeter edge of Sand Point along Sand Point Way. Buildings 26S, 330, 331, and 332 are former Navy housing areas which will be used to provide housing for homeless and low income persons and families.

Demolition of Building 15 is currently planned to make room for the park entrance drive. The existing entrance

drive consists of a two-lane road confined between fairly high banks before dropping down the hill to Magnuson Park. The open space to the north was originally intended for officer's housing, but instead became a small golf course used by Navy officers. Records indicate Building 15 was originally built as a greenhouse complex, with an adjacent kitchen garden. No evidence of those gardens remains. Remnants of an ornamental rose garden, with its brick paths, exist just south of Building 26S.

The DFP identifies the need for an improved entry at NE 65th Street and Sand Point Way for reasons of design clarity and public safety. Planning for these improvements should be coordinated with development of the NE 74th Street entrance. Adjacent to the north side of NE 65th Street, a pedestrian/bicycle path is proposed which connects to the Burke-Gilman Trail. The connection with Sand Point Way should be reconfigured to include turning lanes with adequate stacking distances for safety. Demolition of Building 15 would make way for the new westbound lane. The existing road could be retained for the eastbound lane. Removable bollards could be placed in 62nd Avenue NE to prevent unauthorized entry of automobiles and unwanted "cruising," but allowing for entrance by fire and emergency vehicles, if desired. Some grading and earth removal may be required to install the westbound lane of the entry boulevard.

Other proposed improvements include perimeter treatments. The fence along Sand Point Way should eventually be removed to make a more porous perimeter and improve the image along Sand Point Way. The existing perimeter plantings should be thinned and properly cared for.

Long-range improvements will include demolition of Building 6 for replacement with additional housing. Future construction should respect the existing building precedents with respect to scale, materials, and color. Views to the east across Magnuson Park near Building 6 should be maintained to the degree possible while developing viable building footprints.

4.1.1 Open Space and Recreation

Existing Conditions

Sand Point

Sand Point is dominated by buildings and parking. Open space is found in three general areas: the North Shore Recreation Area, the large lawn area south of Building 26S, and the former Navy ballfields. There are some small lawn areas which have no designated functional use (e.g., adjacent Buildings 9 and 30). Numerous large pavement areas exist which could be used for multiple functions, in addition to parking.

Sand Point lacks typical public amenities needed to support an urban population of employees, visitors, and residents. Needed public spaces include public plazas and courtyards, formal gathering places with seating, small playgrounds or tot lots, accessible restrooms, and similar land uses. While these functional areas were not built by the Navy, the potential exists to create such differentiated public areas throughout Sand Point. Demolition of Building 222 in particular will present an opportunity to create a significant public space at Sand Point. Public street rights-of-way also contain significant land assets, some of which are appropriate for intensified public use.

Magnuson Park

A variety of open space experiences exist at Magnuson Park, from solitary walking areas to active recreation areas, including swimming beaches, a heavily used boat launch area, and developed athletic field facilities. Due to its history, no existing Magnuson Park vegetation is more than 20 years old, with the exception of the forested promontory bluff in the southeast corner. The City's current intent is to retain much of Magnuson Park in an open condition to maintain views.

The Reuse Plan identifies a number of proposed changes for Magnuson Park. First and foremost is the demolition of the former Navy Exchange area and the subsequent restoration of wetland habitat, including a natural forest buffer. The planned athletic field expansion, including upgrading the Navy ballfields, would add a

number of fields (the exact number, type and configuration of those fields still need further identification, which is beyond the scope of these guidelines). Finally, the circulation system would be substantially reworked to create an entry boulevard which could serve to differentiate these two environments of active and passive recreation.

Design Objectives

Many opportunities exist to reinforce the functions of public open space at Sand Point/Magnuson Park. The functional needs of a civilian urban community differ significantly from those of a Navy base. These community needs include civic spaces, active recreation facilities, and quiet contemplative areas. The major design objectives with regards to open space are to identify appropriate means and devices to provide quality public spaces which satisfy these needs.

Design Criteria

The following design criteria were identified to aid development of the technical guidelines.

- To give guidance on implementation of projects at Sand Point/Magnuson Park, while maintaining the integrity of the open space system identified in the Reuse Plan, including major view corridors.
- To identify the critical program elements and design components for public use areas planned at Sand Point/Magnuson Park. These public use areas may include such functions as playgrounds, plazas, playfields, and public seating areas.
- To identify strategies for designing programmatic elements, including athletic fields and habitat areas, planned for Magnuson Park by previous planning efforts.

Technical Guidelines

The technical guidelines for open space and recreation at Sand Point/Magnuson Park address three categories of open space needs: civic open space, athletic fields, and natural open space. These correspond geographically to the proposed Historic District, the former Navy ballfields, and existing Magnuson Park, respectively.

Civic Open Space

Civic open space guidelines apply in general to those areas within the proposed Historic District and a few adjacent peripheral areas.

- Construction projects at Sand Point should consider removing all surface expression of abandoned utility systems. These include concrete structures, vaults, hydrants, transformers, valves and meters, and protective bollards which are no longer in service (Photo 4.1.1.1). These items should be removed and disposed of appropriately. Once removal has begun, all such abandoned utilities should be excavated to a depth of 30" below the surface. All excavations should be backfilled with compacted fill to avoid future settlement. These areas should be landscaped appropriately. Underground piping may be abandoned in place.
- Public seating areas should be provided in appropriate locations within the proposed Historic District. Suggested locations include the areas around public use buildings, such as Buildings 2, 30, and 47. These

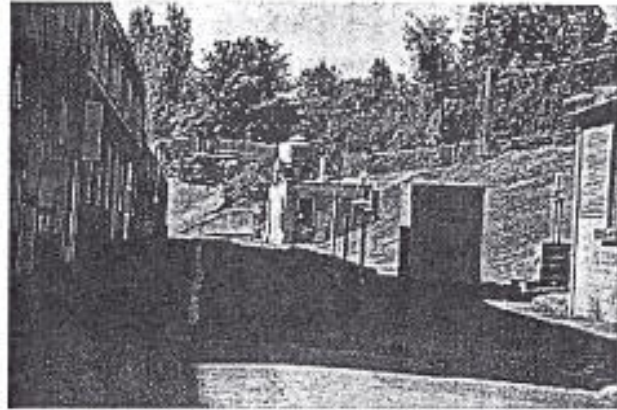


Photo 4.1.1.1 Existing utility structures

seating areas should include, at a minimum, benches, trash cans, and pedestrian lighting. Other appropriate elements include bike racks, drinking fountains, landscaping, and accent pavings (Figure 4.1.1.1).

- Certain street rights-of-way may be designated as meriting special treatment, for reasons of visibility or need. This treatment may include special use of lighting, crosswalks, furnishings, plantings, or

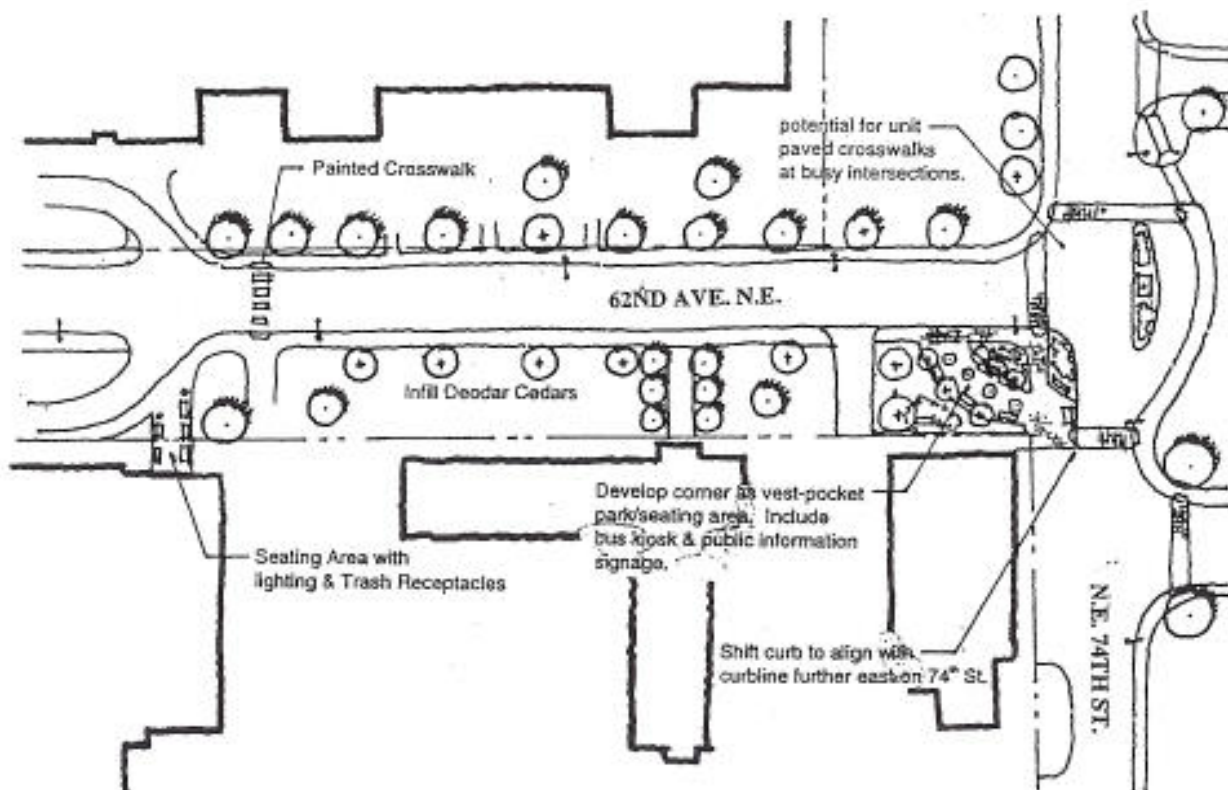


Figure 4.1.1.1 Potential schematic seating areas in Historic District

pavements. Examples of candidates for such treatment include 74th Street from Building 138 to Building 406 (as a major entrance), and the 70th Street access right-of-way (currently not functional).

- Design of a public amphitheater at the site of Building 222 should be in harmony with the surrounding architecture.
- Redesign of the parking lot east of Building 222 should consider landscaping and parking modules which have flexibility to be used as a festival space (Figure 4.1.1.2). The overall number of parking spaces retained shall be in accordance with other adopted City plans.

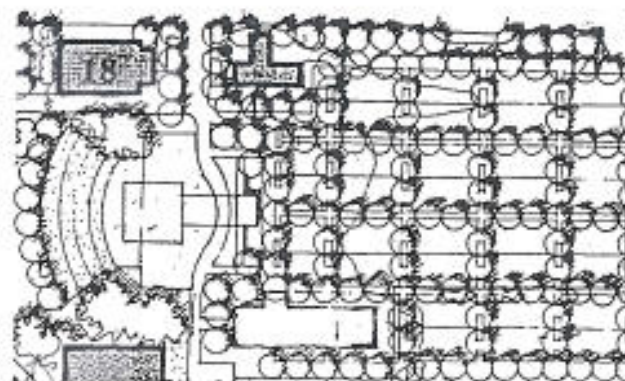


Figure 4.1.1.2 Multi-purpose parking lot

Athletic Fields

The athletic field area is that area roughly bounded by the existing service road on the west (immediate eastward of Building 47), 65th Street on the south, the Navy Exchange area to the southeast, and the existing ballfields to the northeast. A number of athletic facilities have been proposed for this space, including rugby, soccer, baseball and softball fields, a running track, and tennis courts, among others. However, no combination of facilities and layout has yet been agreed upon. Final programming and planning of these fields will be the responsibility of the Seattle Parks and Recreation Department.

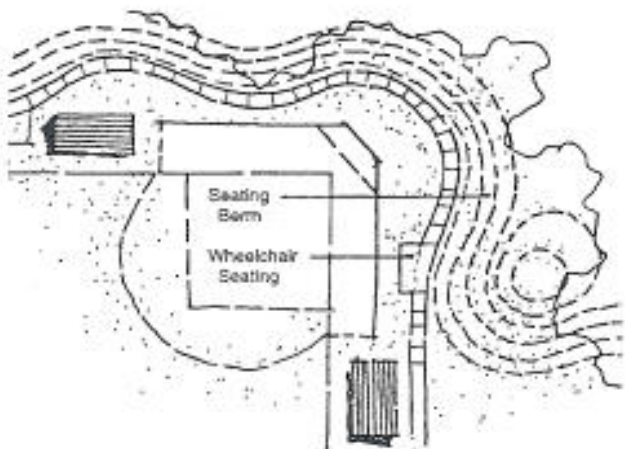


Figure 4.1.1.3 Multiple seating types

- Dimensions of athletic fields are to follow standards established by recognized governing bodies for the sport being considered. Particular design standards related to skill and age group of play will be decided in consultation with local sports organizations.
- In addition to traditional bleacher seating, design shall consider flexible means of providing seating, such as grassy berms and places for wheelchairs (Figure 4.1.1.3). In this way, design will provide for the needs of families with young children, persons with disabilities, and other needs.
- Redesign of the former Navy athletic fields shall co-locate family-oriented areas, specifically picnic tables and playground facilities, in view of the playing fields (Figure 4.1.1.4).

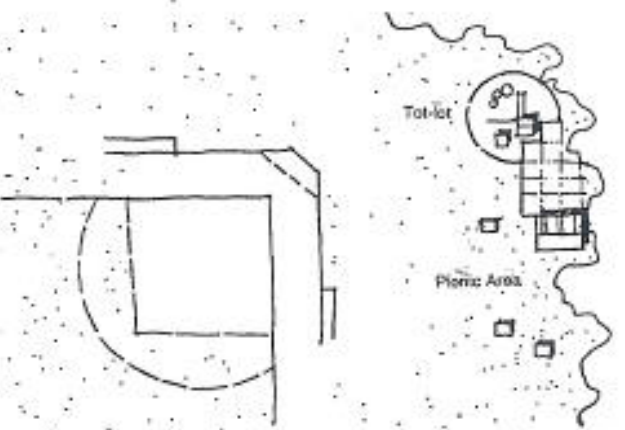


Figure 4.1.1.4 Playground and picnic facilities at ballfields

- Picnic area design shall incorporate planting to provide shade during the afternoon.
- All playing field lighting, when and if provided, shall incorporate the most advanced technology in glare reduction lighting, to minimize light glare into residential neighborhoods and habitat areas (Figure 4.1.1.5). Field lighting shall not be utilized when the impact from lighting glare to neighborhoods or sensitive natural habitat areas is judged to be significant.
- The athletic field areas should have access to adequate toilet facilities. These facilities should be sized to accommodate substantial volumes from heavy use. Temporary sanitary facilities may be used on occasion to accommodate occasional special event crowds. Consider Building 47 as a potential location for public toilet facilities.
- Programming should consider the cost feasibility of providing locker rooms for both men and women, perhaps within Building 47, for athletic events.
- Co-location of athletic fields should be considered to maximize availability of improved surfaces, and to minimize the area with Magnuson Park required for active sports fields (Figure 4.1.1.6). It is recognized that in many instances co-location will not be feasible due to field demand as both facilities cannot be in use simultaneously.
- Maximize efficiency of use of those park areas dedicated to athletic fields, thus reducing overall space requirements. Minimize intrusion of these fields into area set aside for habitat restoration. Habitat areas shall be buffered from damage by athletic events or related crowds, where necessary.
- Bike racks should be provided in visible locations near playing fields. In some situations, the bike racks may have coverings.
- Rational and sensitive pedestrian-only trail connections should be made between the habitat area and the athletic field area. Trail design shall minimize impact of trail users to sensitive habitat.
- Athletic field design should consider the need for concessions operations at major tournament fields. This could be limited to hard surfaces and utility hook-ups for mobile concession operations (Figure 4.1.1.7).

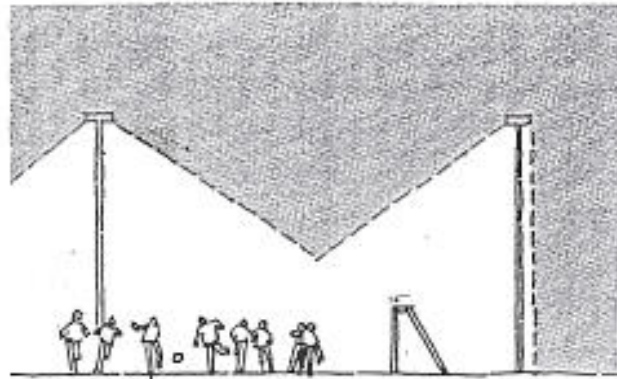


Figure 4.1.1.5 No-glare field lighting

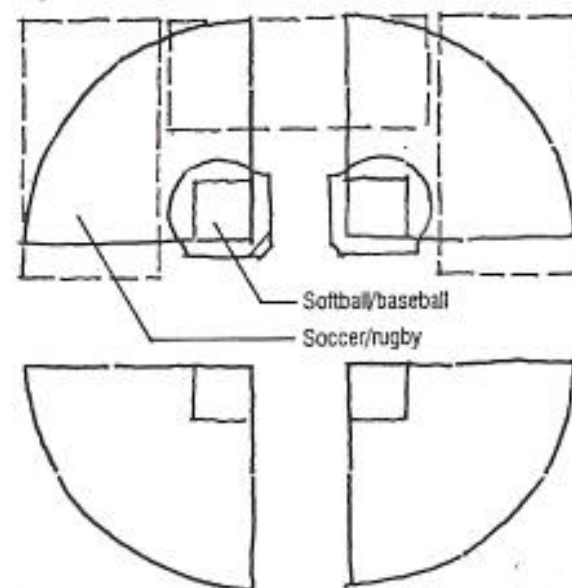


Figure 4.1.1.6 Co-located athletic fields

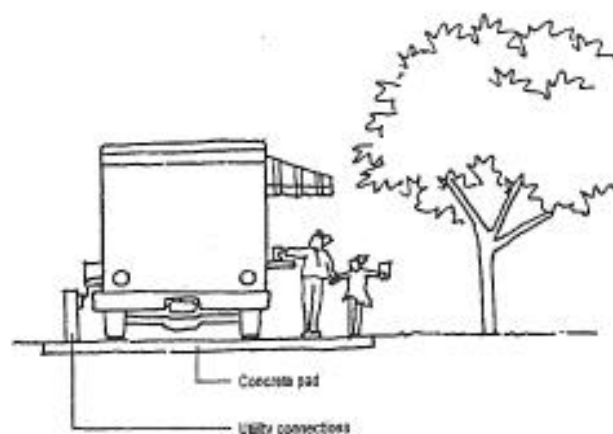


Figure 4.1.1.7 Concessions hook-up at recreation area

- Storage facilities should be provided at Sand Point for the use of recognized sports groups for gear storage. This storage shall be in an adequately secure facility.

Natural Open Space

The natural open space area is defined as that part of Magnuson Park between the athletic field area and Lake Washington. It includes the existing Navy Exchange facilities and current lakefront uses, including the boat launch and swimming areas.

- Restoration of Mud Lake should maximize habitat values while providing opportunities for human use and enjoyment. The entire area, both lake and surrounding upland habitat, must be designed and managed as a single unit.
- Human use of the Mud Lake habitat area should be low-impact and non-intrusive. Paths should be non-paved, soft-surface natural materials (Figure 4.1.1.8). Consider elevated paths in wetland areas. Pets and bicycles should be excluded from these paths.
- Seating and viewing areas should be provided. Siting of such areas should emphasize wildlife viewing opportunities and the aesthetic enjoyment of Mud Lake (Figure 4.1.1.9).
- Outside of the Mud Lake habitat area, open space should continue to be managed to preserve a feeling of openness, including the views of Lake Washington and beyond.
- Open space improvement projects should provide opportunities to interpret the landscape. Appropriate themes for interpretation include ecology, Native American use, and history of military use. Means of interpretation shall include signage, art, functional furnishings, and educational programs (Photo 4.1.1.2).
- Certain activities involving intensive human use within Magnuson Park should be permitted as approved by the Park Department. These include such activities as swimming, picnicking, boat-launching, and dog-walking.
- Restoration of Mud Lake requires a complete characterization of the hydrogeology of the restoration area. Drainage flows, evapotranspiration rates, make-up water demand and sources, water quality, physical relationship to Lake Washington, habitat goals, and other aspects of ecological restoration work must all be considered and understood prior to approving any final restoration design. Creative solutions to problems regarding water availability throughout the year may need to be proposed.

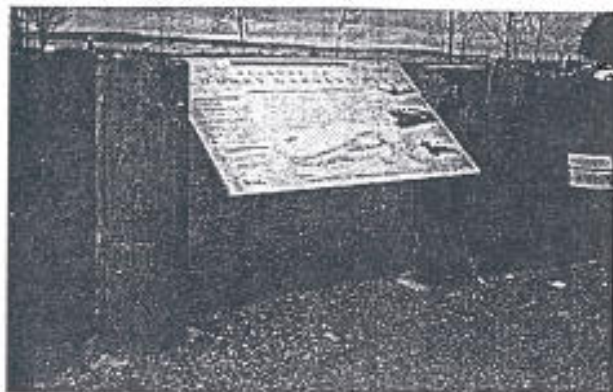


Photo 4.1.1.2 Interpretive signage at Golden Gardens

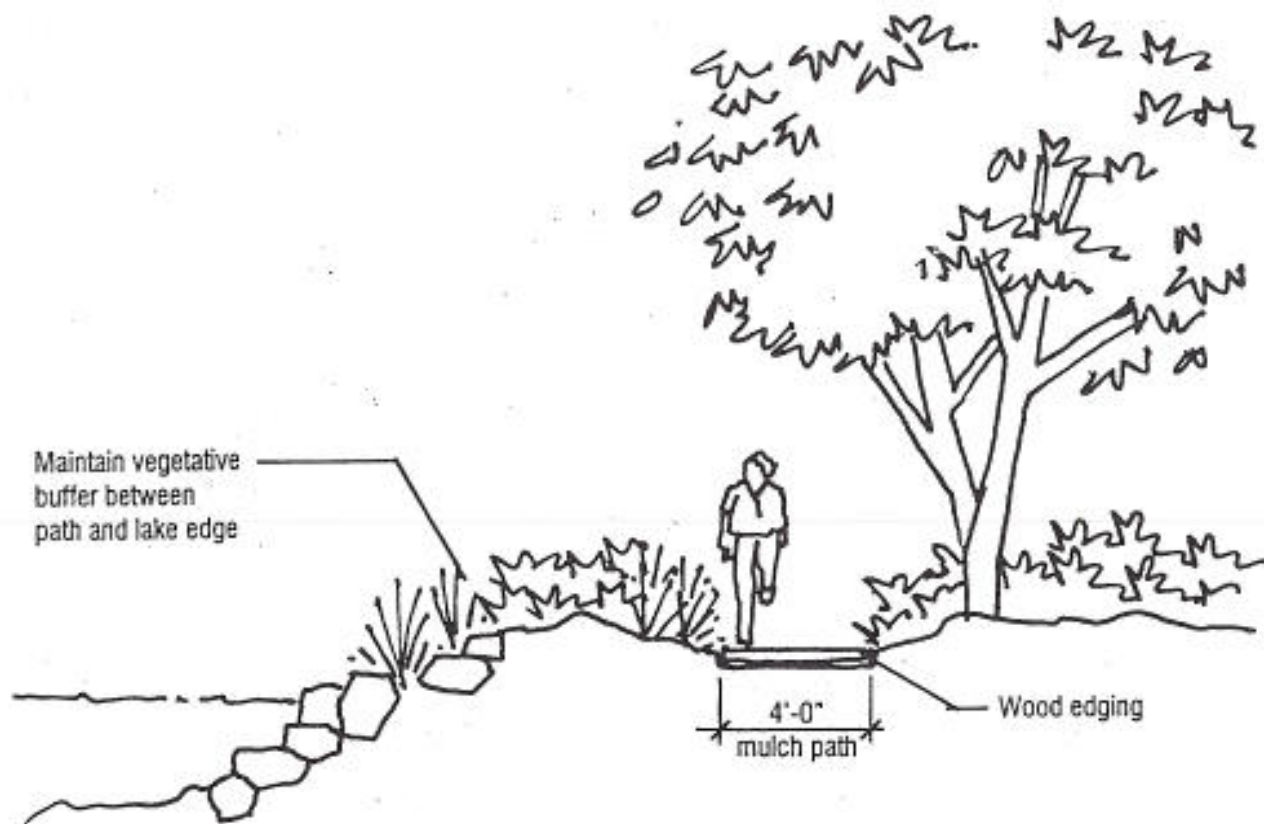


Figure 4.1.1.8 Trails at Mud Lake

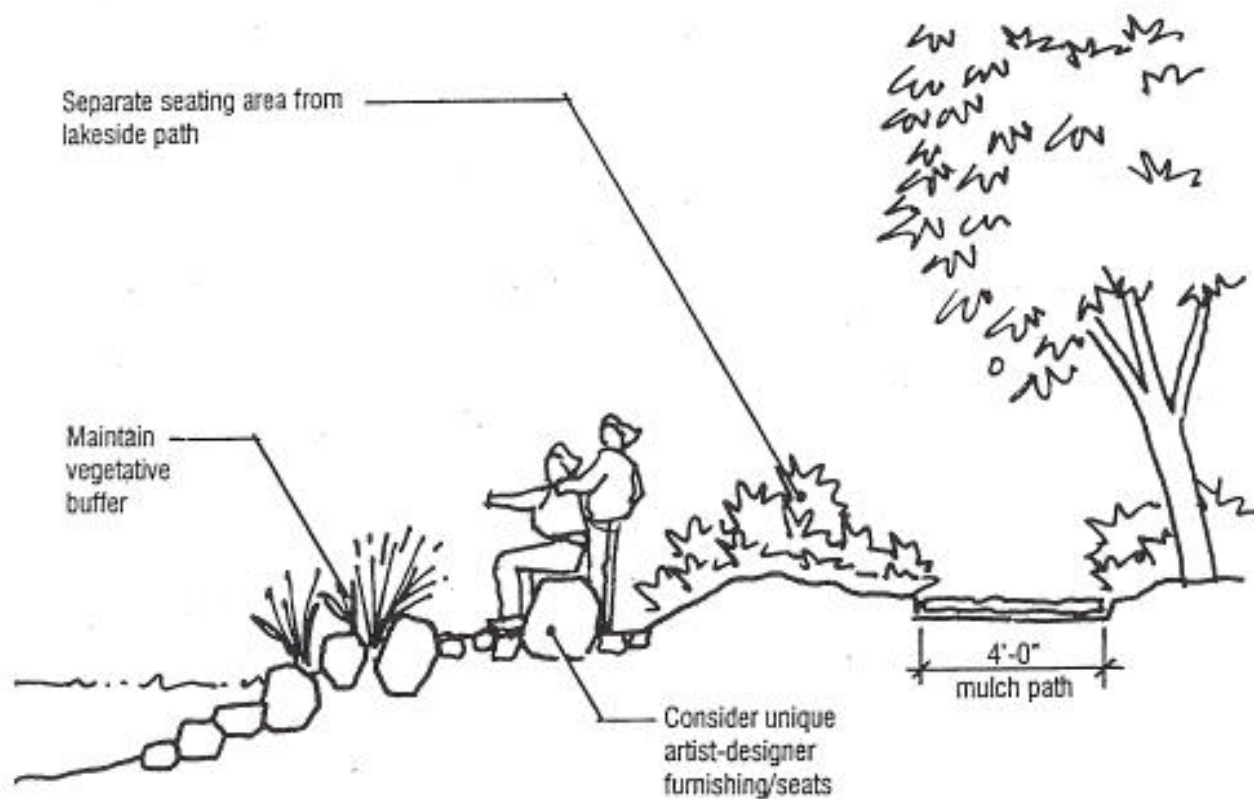


Figure 4.1.1.9 Seating area at Mud Lake

4.1.2 Shoreline Restoration

Existing Conditions

The Sand Point shoreline has undergone substantial alteration since 1916 when the water level in Lake Washington and the historical Mud Lake were lowered by 8 feet. By 1945 the area which is now Magnuson Park was cleared, and both Mud Lake and most of Pontiac Bay were filled. The existing shoreline was expanded and armored, and a majority of the property was paved for the Naval Air Station.

The lowering of the lake and the subsequent shoreline filling and armoring have created an unnatural profile along the entire Sand Point shoreline. Through much of Magnuson Park and the area west of NOAA's facility at Pontiac Bay, vegetation and erosion have begun to alter the man-made shoreline, exposing old bank armoring debris, construction fill, and undermining bulkheads (Photo 4.1.2.1). Within Pontiac Bay along the NOAA property the shoreline is heavily armored with concrete bulk heading and concrete shoreline paving (Photo 4.1.2.2)

The main activities along the Sand Point shoreline are swimming (Photo 4.1.2.3) and launching of boats and small water craft (Photo 4.1.2.4). Outside of these activity areas, much of the shoreline is emerging habitat for waterfowl, (Audubon Society, c. 1997).

Design Objectives

Three objectives were identified with respect to shoreline restoration:

- Stabilize, enhance, and restore the shoreline of Sand Point and Magnuson Park to establish a sustainable balance of human recreation access and shoreline habitat areas.
- Recreate Mud Lake in its historic setting and create a viable wetland habitat area with a direct hydrologic link to Lake Washington.
- Develop active recreation within the North Shore Recreation Area at Pontiac Bay to accommodate a proposed small boat center and possibly a beach park.



Photo 4.1.2.1 Eroding shoreline and fill debris at Magnuson Park



Photo 4.1.2.2 Reinforced bulkhead at North Shore Recreation Area



Photo 4.1.2.3 Swimming beach at Magnuson Park

Design Criteria

- Restore the Magnuson Park shoreline to accommodate a variety of public recreation access: swimming, picnicking, boat launching, board sailing, walking, bird watching, jogging, and bicycling.
- Evaluate which shoreline sections can most effectively be restored for habitat, active recreation, passive recreation, domestic animal access, and boat launching. Determine the restoration strategy for each existing condition by evaluating the following factors: user demand, adjacent uses, maintenance, appropriateness, and sustainability.
- Preserve and restore significant potential shoreline habitat areas and limit human and domestic animal access to these areas to sustainable levels.
- Recreate the historical Mud Lake as a wetland habitat area with the opportunity for viewing access by visitors.

Technical Guidelines

A variety of shoreline conditions have been identified at Sand Point/Magnuson Park (see Figure 4.1.2.1). Guidelines have been developed to address the specific needs of these different conditions, and are presented in the following pages. In the case of Mud Lake, the guidelines address future conditions which do not yet exist.

Shoreline Restoration

To guide shoreline restoration along Lake Washington within Sand Point and Magnuson Park, a series of restoration prescriptions have been developed. Prescriptions are based on a preliminary analysis of the shoreline and should be used as a point of departure for further study and engineering.

- West of Building 11 in Pontiac Bay, the recommended prescriptions are to maintain the armored bulkhead where it serves the needs of the proposed small boat center, and to naturalize the remainder of the shoreline as shown in Figure 4.1.2.2.
- Throughout the existing lake shore, restore the shoreline using best management and design methods. Utilize "green engineering" techniques where



Photo 4.1.2.4 Boat launching at Magnuson Park

- feasible. Emphasis should be on regrading and stabilizing the shore with soft engineering measures such as bioengineered slopes and beaches, naturalistic rock slope reinforcement, and aggregate gradation of beach areas (see Figures 4.1.2.3 and 4.1.2.4).
- Protect water and soil resources by utilizing best management practices for erosion and sediment control.
- Use native plant species exclusively for all shoreline restoration.

Swimming Beaches

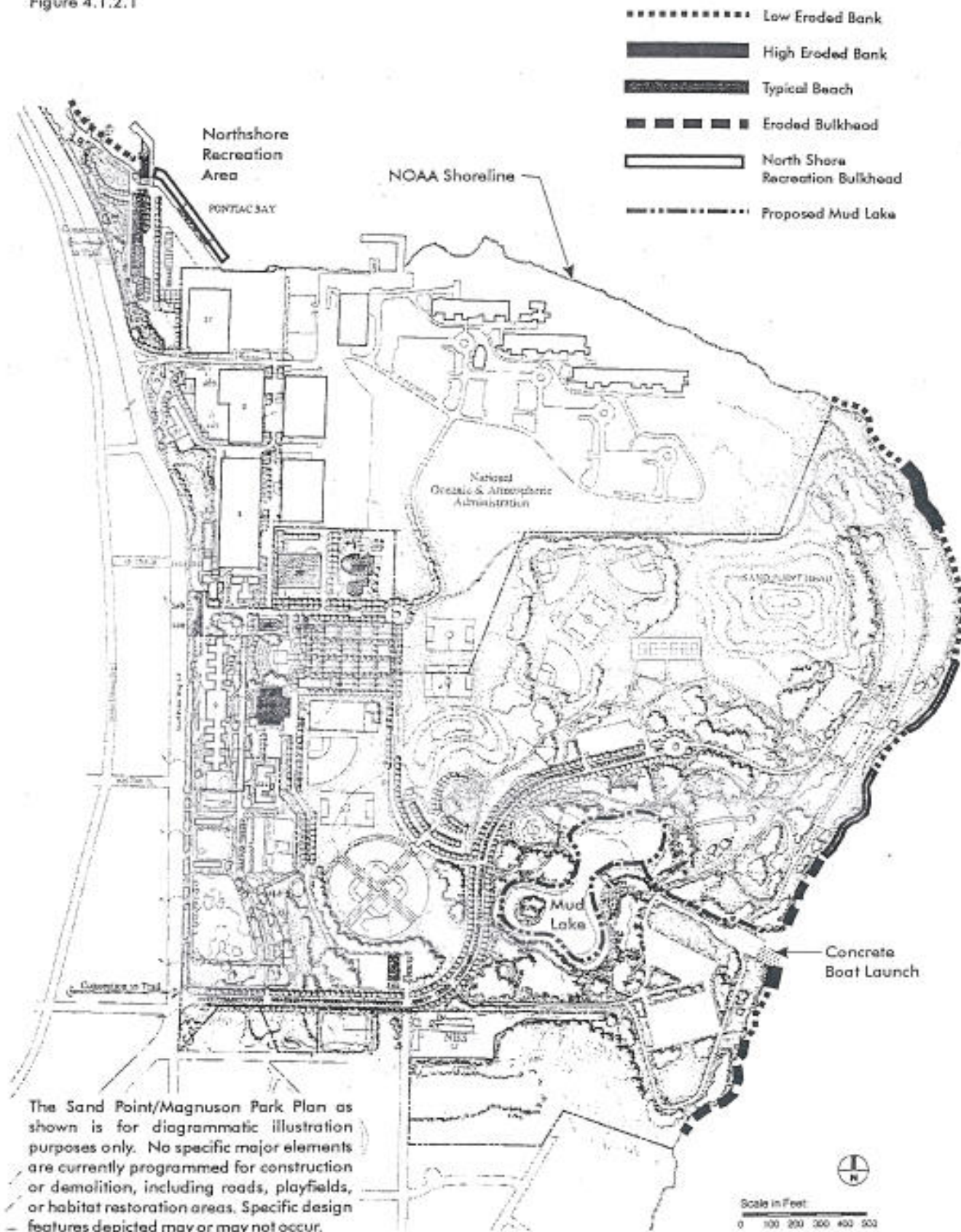
- Preserve and enhance the existing Magnuson Park swimming beach area (see Figure 4.1.2.5). Contain swimming activity to sanctioned areas in Magnuson Park and the proposed North Shore Recreation Area to the extent feasible.
- Rehabilitate existing informal pocket beach areas along the Magnuson Park shoreline to accommodate water access. Restore the shoreline to support moderate use.
- Provide a new beach access area for the proposed small boat center at the North Shore Recreation Area.

Magnuson Park Boating and North Shore Recreation Area

- Maintain existing boat launch facilities at Magnuson Park to serve local boating access to Lake Washington. Maintain armored shoreline at boat launch. Maintain existing automobile and trailer parking and

Shoreline Restoration Types

Figure 4.1.2.1



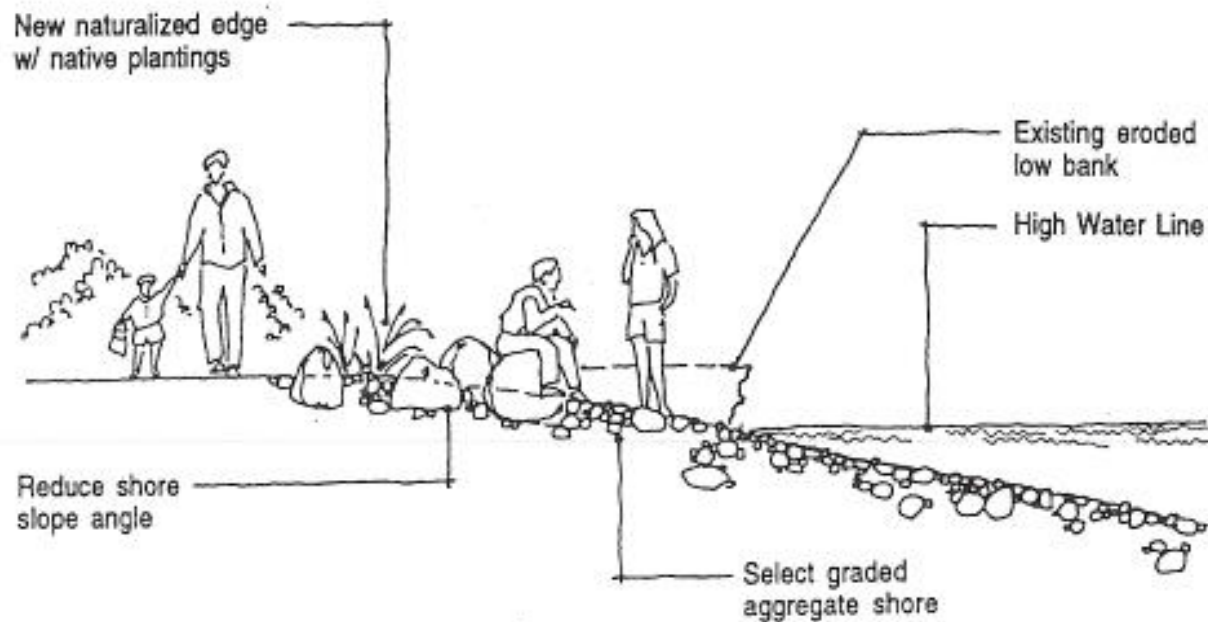


Figure 4.1.2.2 Low eroded bank shoreline

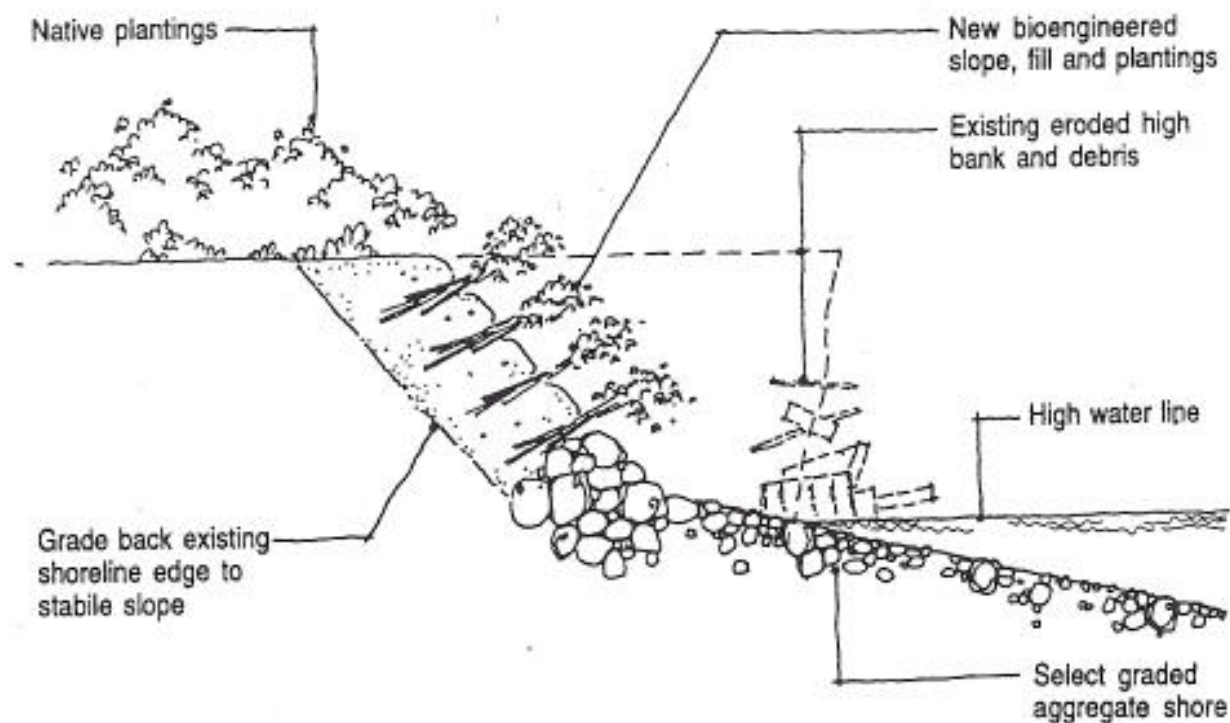


Figure 4.1.2.3 High eroded bank shoreline

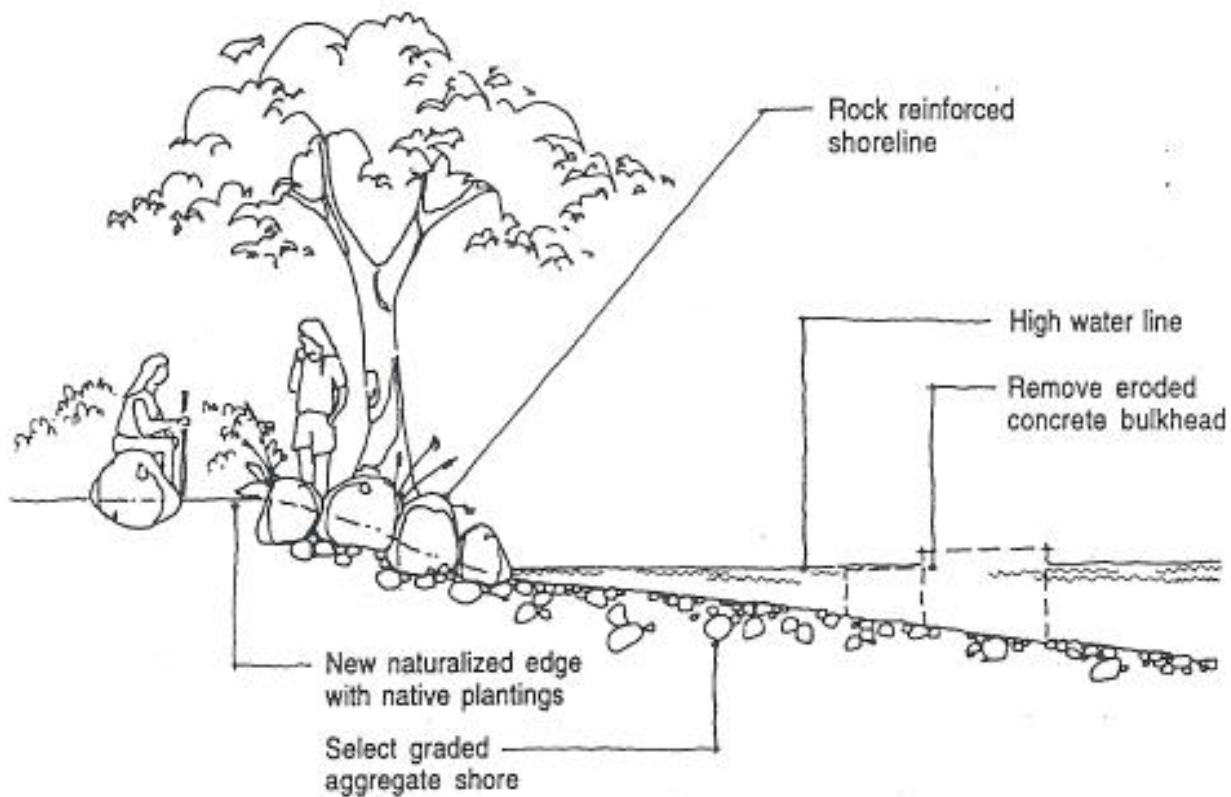


Figure 4.1.2.4 Shoreline with eroded bulkhead

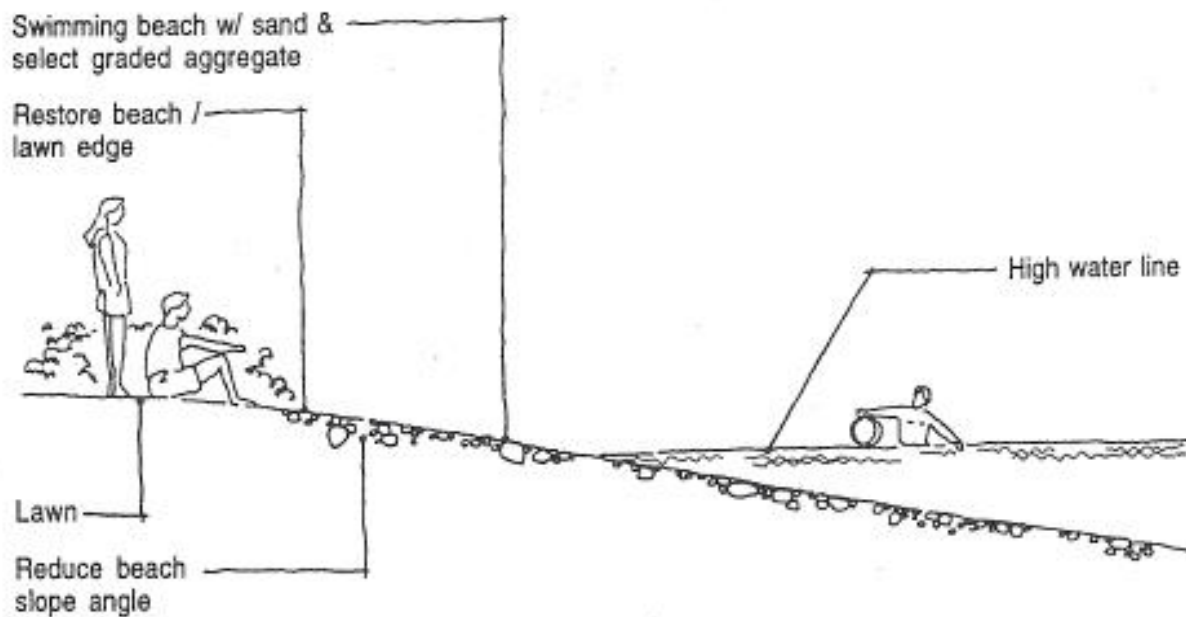


Figure 4.1.2.5 Swimming beach

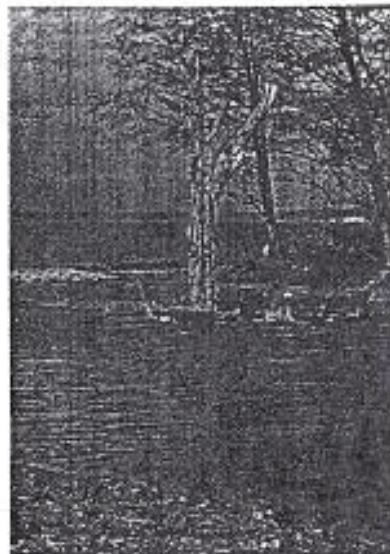
queuing areas. Enhance visual appearance and function of the boat launch area by improving paved surfaces, piers, railing, and associated facilities. In particular, consider expanding and revising layout of existing boat trailer parking.

- Ensure the appropriate separation between swimmers, non-motorized boaters, and motorized boating to avoid user conflicts at Magnuson Park and within the proposed North Shore Recreation Area.
- Limit shore armoring within Magnuson Park to the existing boat launch.
- Provide a specific area along the Lake Washington shoreline for sailboarding access. Utilize turf grass for rigging area.
- Maintain armored shore adjacent to NOAA facilities (east portion) and create habitat areas in west portion (see Figure 4.1.2.6).
- Utilize existing docks, piers, and boathouses to provide facilities for boating needs. Enhance dock facilities as required to accommodate North Shore Recreation Area program.

Mud Lake

- Provide limited human access to restored habitat area known as Mud Lake. When complete, the design should accommodate passive recreation, such as walking, viewing, birdwatching, and resting, along a series of trails, boardwalks, and viewpoints (see Figure 4.1.2.7). Trail layout and viewpoint siting should emphasize guided views, surprise, and mystery. Sheltered coves with no human access should be provided for wildlife.
- Design boardwalks and trails to fit into the landscape, be as unobtrusive as possible, and avoid handrails wherever possible. Boardwalk width should be 6'-0", and slightly wider at viewpoints.
- For boardwalk decking use pressure treated wood framing and pressure treated wood or extruded plastic for decking. Use wood for any handrails, signs, benches, or other built elements.

*Photo 4.1.2.5
Dead tree placed in
constructed
wetlands at Golden
Gardens for bird
habitat*



- Create a thick impenetrable vegetative buffer along the recreated shoreline of Mud Lake. Buffer should be 50' minimum, 100' preferred, to prevent domestic animals from shoreline access. Provide temporary fencing of the Mud Lake habitat areas until reasonably established.
- Use native plants exclusively in the Mud Lake restoration. For planting within Mud Lake refer to the landscape chapter and plant lists. Planting should be planned with wildlife habitat needs in mind, including cover and food.
- Restrict domestic animals and non-pedestrian traffic from Mud Lake area trails, boardwalks, and viewpoints.
- Restrict boating and fishing in Mud Lake.
- Design features should be developed with a full spectrum of habitat needs in mind (Photo 4.1.2.5).
- Any habitat restoration should be thoroughly analyzed for feasibility prior to beginning design. Habitat goals, character of hydrologic features, and source and availability of water supply should be carefully studied and defined to ensure all parameters of habitat creation can be successfully met.

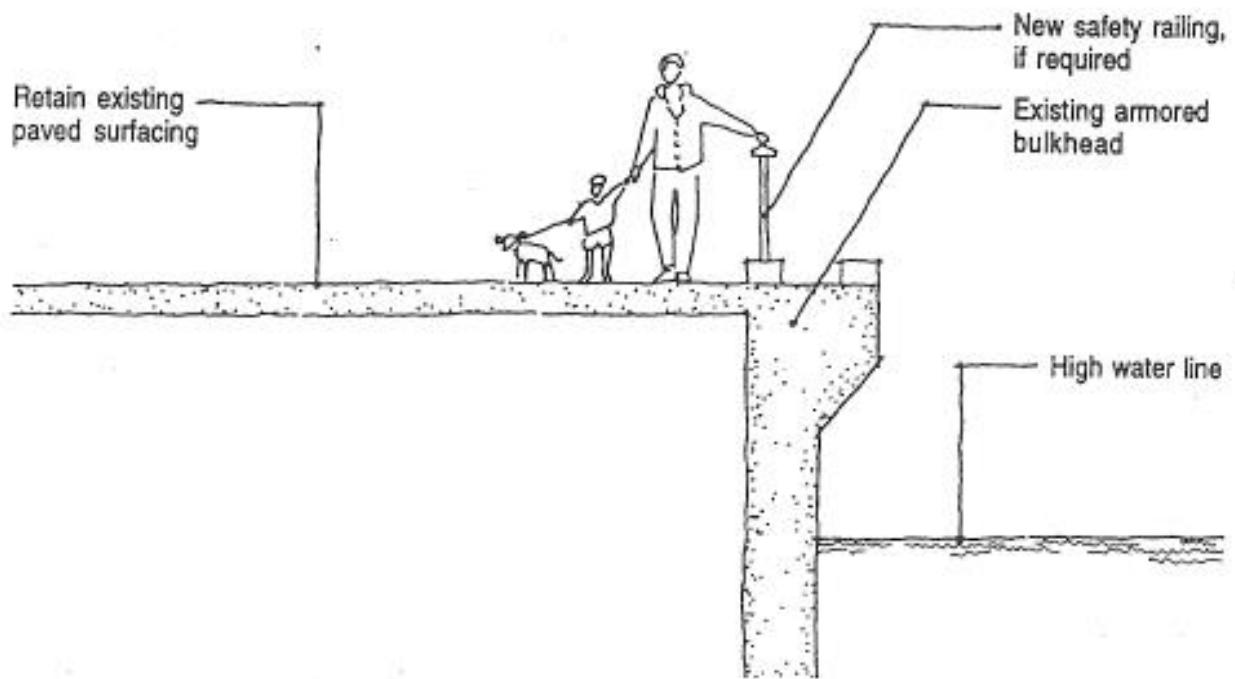


Figure 4.1.2.6 Bulkhead

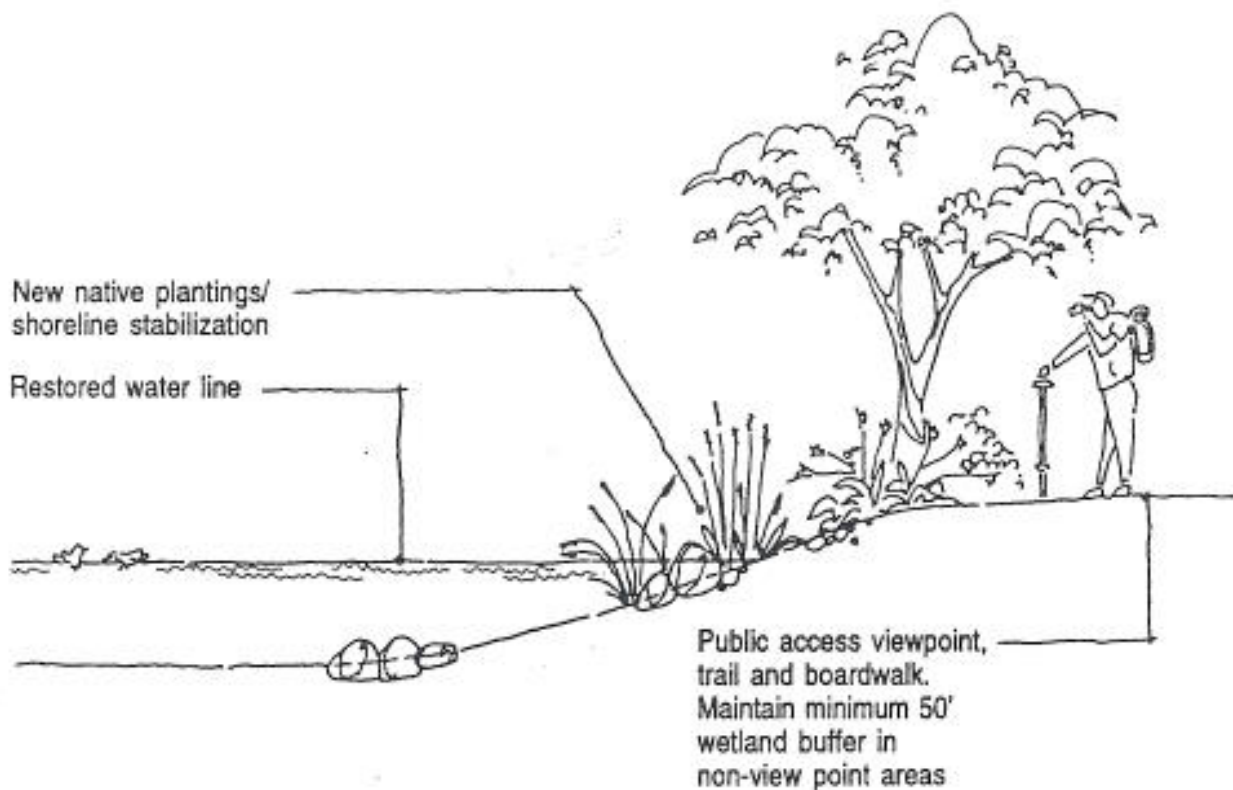


Figure 4.1.2.7 Mud Lake wetland shoreline

4.1.3 Circulation and Access

Existing Conditions

Roadways, parking areas, and walkways within the Naval Station were designed primarily to accommodate the utilitarian functions of a military base. The area north of the main entry is industrial in character and scale, heavily paved, and served military functions such as airplane and ship storage, as well as maintenance (Photo 4.1.3.1). Pavement dominates the open space between the buildings. The southern portion of the base is more residential in scale and character, with more defined roadways, parking areas, walkways, and building entries. Open landscape areas dominate the spaces between buildings that once housed enlisted men and officers (Photo 4.1.3.2).

Many of the existing roadways, parking, and walkways are incompatible with the proposed civic functions for the old Naval Station. Roadways do not always access the site in an orderly or efficient manner; entries do not accommodate cars with boat trailers well; vehicular access to the North Shore Recreation Area is circuitous (Photo 4.1.3.3); parking areas are inefficient and aesthetically unpleasant; and curb-delineated sidewalks are frequently missing. As a result, paved circulation areas are more extensive than necessary for the proposed uses.

The main Naval Station entry at NE 74th Street is formal in character and grand in scale. It serves the center of the site well, but it can only serve the North Shore Recreation Area via a circuitous route around the old hanger buildings (Photo 4.1.3.4).

Within Magnuson Park, circulation routes were carved out of former airstrip paving sections which once covered the entire site (Photo 4.1.3.5). Vehicles access the park from NE 65th Street, a poorly articulated entry road which served the Naval base as a service road. This entry will cause problems for vehicles with boat trailers entering the park southbound on Sand Point Way, attempting to turn left onto the narrow street. The NE 65th Street entrance is an inadequate entry experience for a major City park. The road section accommodates neither pedestrian nor bicyclist and has an infor-

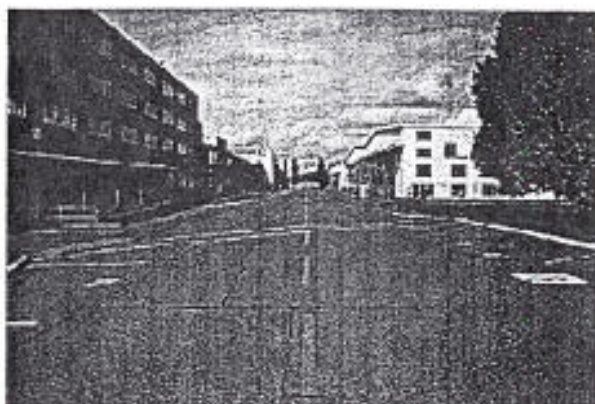


Photo 4.1.3.1 Looking north through the Sand Point and NOAA hangar buildings

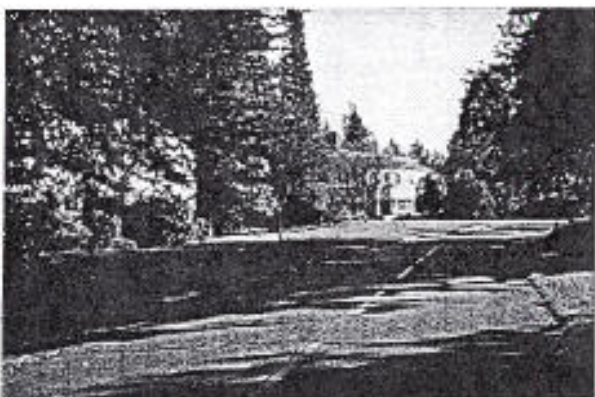


Photo 4.1.3.2 Roadway character in the residential area of Sand Point

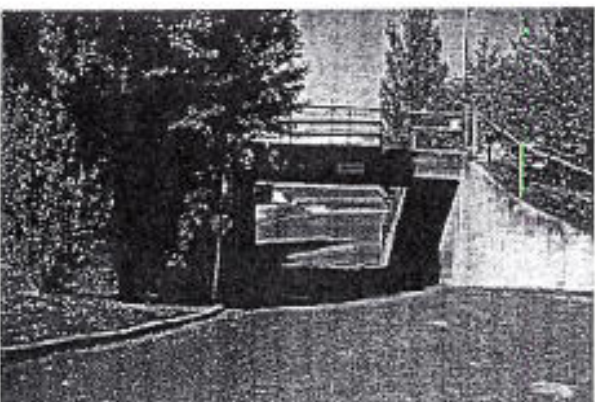


Photo 4.1.3.3 Access to the North Shore Recreation Area under the NOAA entry road

mal edge condition without a formal and continuous sidewalk.

The existing roadways penetrate deep into the park and dominate the western shore side area of the park. Inside the park, a series of isolated parking areas serve boat launching facilities and scattered recreation facilities. The pathways in the park are a combination of reused pavement sections from former airstrip runways and informal mineral-based or chipped wood surfaced trails (Photo 4.1.3.6). Former munitions bunkers and loading drives form interesting military relics and additional pathway routes.

Design Objectives

A fairly complete circulation system already exists at Sand Point/Magnuson Park. The critical task is to refine and upgrade it, solving real problems such as ensuring public safety, bringing travelways up to civilian standards, and filling in missing pieces. The circulation guidelines should function to satisfy three objectives:

- Develop a circulation system which integrates Sand Point with Magnuson Park while preserving the distinctive character of both settings.
- Bring visual clarity and improved access to the existing entries to Sand Point and Magnuson Park and investigate opportunities for a new entry and parking area for the North Shore Recreation Area.
- Provide compatible, efficient, appropriate, and accessible circulation routes for all users—vehicular, transit, pedestrian, and bicyclists—which results in a rich and varied experience for the user.

A Transportation Management Plan (TMP) is being developed for Sand Point. Transportation related design should be consistent with the TMP. The Design Guidelines and the TMP are intended to be complementary, consistent documents.

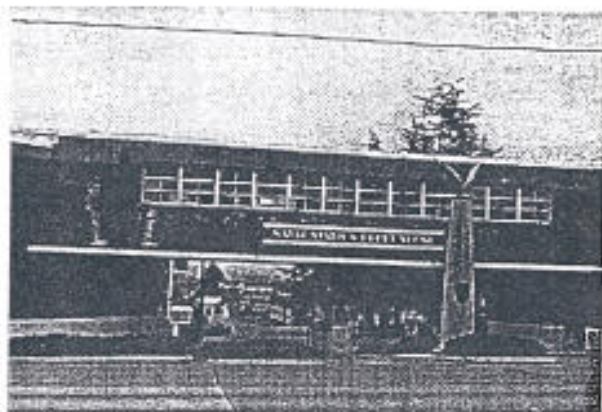


Photo 4.1.3.4 Entry to Sand Point Naval Station at NE 74th Street

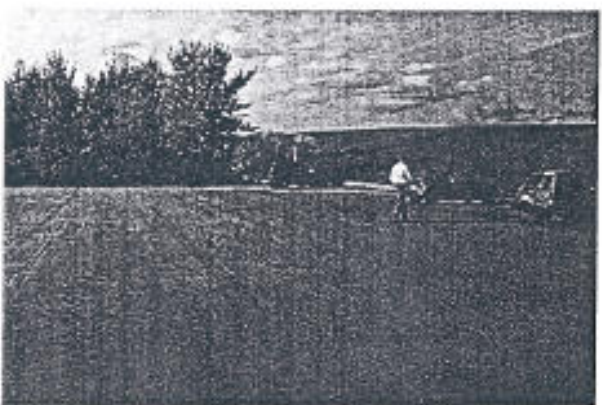


Photo 4.1.3.5 Remnant Naval airstrip paving used as parking in Magnuson Park

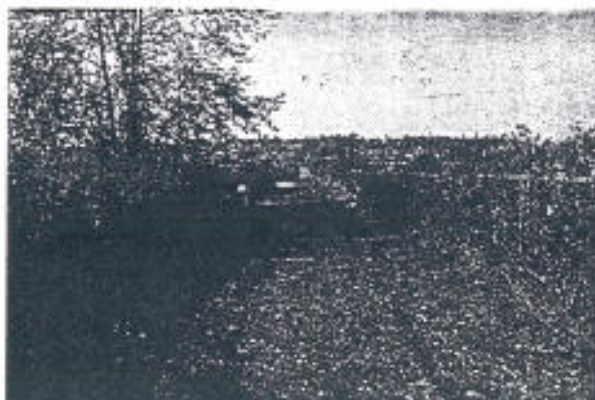


Photo 4.1.3.6 Informal perimeter trail swath at the Magnuson Park-NOAA boundary

Design Criteria

The following criteria were identified to aid development of the technical guidelines for circulation:

- Combine the Sand Point and Magnuson Park roadways into an integrated circulation systems that affords a coherent series of entries through roads, parking areas, and trails.
- Preserve the distinctive character of the two main circulation systems: the formal historic and partially tree lined Naval Station, and the informal, evolving, naturalized open setting of Magnuson Park to establish a circulation framework which maintains these distinctions while accommodating the proposed civil and recreation uses.
- Create a hierarchy of routes throughout the campus to establish a coherent, efficient, and aesthetically pleasing circulation system. Accommodate all current and proposed circulation users (automobile, transit, service vehicles, bicycles, and pedestrians) with an accessible circulation system.
- Create a flexible and expandable circulation system which addresses current needs and can respond to future demands.
- Create multiple entries with specific architectural and landscape character to serve the Sand Point and Magnuson Park campus. Accommodate and improve vehicular and boat trailer access to the North Shore Recreation Area and the Magnuson Park Boat Ramp.
- Encourage alternative, non-motorized, and transit circulation into and within the entire site. Provide loop trail systems on site for pedestrian and bicycle users.
- Develop parking areas that can handle and anticipate demand in a manner and setting which supports the particular character of the site - historic, active or passive recreation.
- Provide a coordinated signage program which encompasses the entire campus setting.

Technical Guidelines

Roadways

Circulation design at Sand Point/Magnuson Park should adhere to the following guidelines. This includes roads, sidewalks, paths, and trails.

- Develop a circulation system that responds directly to the individual character of the various areas within to site; within the Historic District, it should respect the urban, formal tone; within the Magnuson Park active recreational area, it should be efficient and durable; within the passive recreational area, it should be unobtrusive and appropriately designed to complement the naturalized setting.
- Define main and secondary roadways to organize and enhance the roadway system (Figure 4.1.3.1).
- Utilize the active recreation area as the transition between the two circulation systems. Create a transition between the informal Magnuson Park system and the formal Sand Point system.
- Roadway edge and curbing should be designed for appropriateness to the specific campus district (Figure 4.1.3.2). In the proposed Historic District continue the use of the rounded curb, gutter, and sidewalk. Curb should not be integral with the sidewalk. In the Magnuson Park, area utilize more informal means, without a formal sidewalk.
- Use a low profile "mountable" curb, following existing prototypes, within the proposed Historic District and within the North Shore Recreation Area if vehicular access necessitates it. Throughout Magnuson Park an informal edge condition should be utilized. Use either a gravel shoulder with a planted swale or a rustic log and/or stone edge barrier.

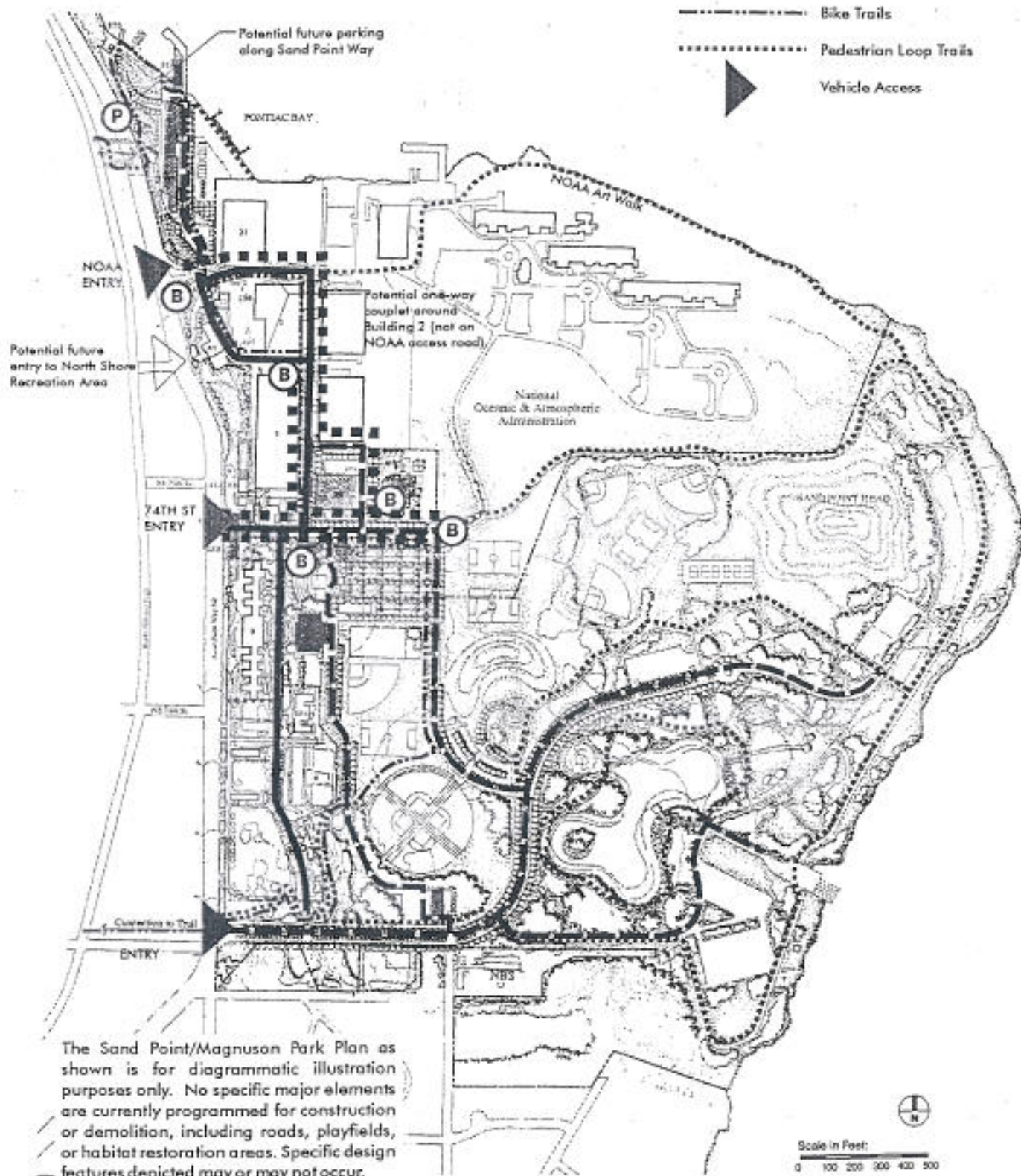
Entries

- Establish the entry at NE 74th Street as the major vehicular entry to the proposed Historic District and active recreation area. Create a distinctive formal setting for the proposed Historic District, civic buildings, and North Shore Recreation Area if no separate North Shore entrance is developed.

Circulation Plan

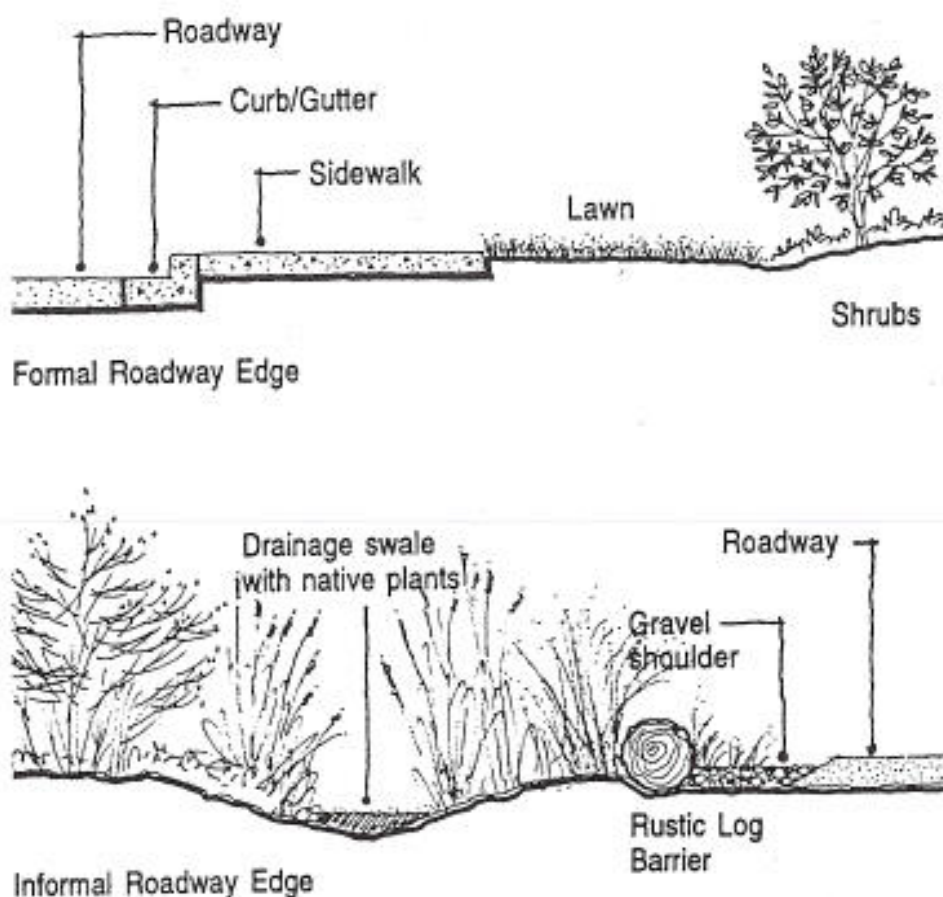
Figure 4.1.3.1

-  Public Streets
-  Park Streets
-  Potential Bus Routes / Stops
-  Bike Trails
-  Pedestrian Loop Trails
-  Vehicle Access



The Sand Point/Magnuson Park Plan as shown is for diagrammatic illustration purposes only. No specific major elements are currently programmed for construction or demolition, including roads, playfields, or habitat restoration areas. Specific design features depicted may or may not occur.

Figure 4.1.3.2
Informal and formal
roadway edge
treatments



- Investigate the possibility of a North Shore Recreation Area entry north of the main NE 74th Street entry, perhaps by constructing a new entry near NE 77th Street which would access the North Shore via the existing NOAA underpass.
- Maintain signaled intersections at NE 65th and 74th Streets.
- Create bicycle lane connections from Sand Point Way and the Burke-Gilman Trail west of Sand Point Way, using these signaled intersections, as well as at NE 77th Street and to the North Shore Recreation Area.
- Enhance the existing Magnuson Park entry at NE 65th Street to become the main entry to the passive recreation areas. Develop the entry in a manner consistent with the design of Magnuson Park. Explore creating a less formal, planted roadway cross-section than envisioned in previous plans.
- Improve the function and safety of the NE 65th Street entry, especially with regards to boat trailer traffic by southbound vehicles turning off Sand Point Way and

bicycle and pedestrian traffic. This may include redesign of the entire intersection, with bicycle/pedestrian crosswalks, more clearly defined turning lanes, and improved signalization.

Parking

- Investigate the possibility of a new parking area off Sand Point Way, adjacent to the North Shore Recreation Area for walk-in access to site (Figure 4.1.3.1).
- Reorganize parking areas to utilize paved areas more efficiently, using modern parking standards and space dimensions. Remove excess pavement and replace with landscape area.
- Use shared parking techniques between individual building functions to minimize amount of parking required. Adhere to the parking management policies of the TMP.
- Create formal parking area layouts in the proposed Historic District; provide formal street/shade trees in planted parking islands supported by vertical curbs.

- Create delineated but more informal and naturalistic parking settings in Magnuson Park. Utilize "green" parking areas with reinforced turf or soft surfacing as overflow parking areas to minimize impervious surfacing and the excessive expanses of paved area.

Accessibility

- Provide an accessible route of travel from all site entries, parking areas, and transit stops to all buildings and Activity Areas. Comply with all ADA recommendations. Wherever possible avoid ramps and slopes greater than 5%.
- Provide curb ramps at intersections, curb cuts, and other critical points to ensure accessibility of sidewalks and walkways. At intersections, curb ramps should be placed facing opposite curb, rather than in the center of a curb radius.

Wayfinding

- Coordinate signs and site elements to enhance wayfinding into and through the site. Clearly demarcate various circulation user routes, destinations, and use regulations (See Chapter 4.1.9 Signage and Graphics).

Bicycle and Pedestrian Trails

- Vehicular and pedestrian/bicycle circulation routes should be accommodated on both physically separated trail alignments, and on a typical sidewalk/roadway configuration (Figure 4.1.3.3). In the proposed Historic District, bicycle routes should be on surface roads. In Magnuson Park, they should be separated from pedestrian trails as much as possible. Separate bicycle trails should be 8' to 12' in width. Design of bike paths should conform to relevant AASHTO standards.

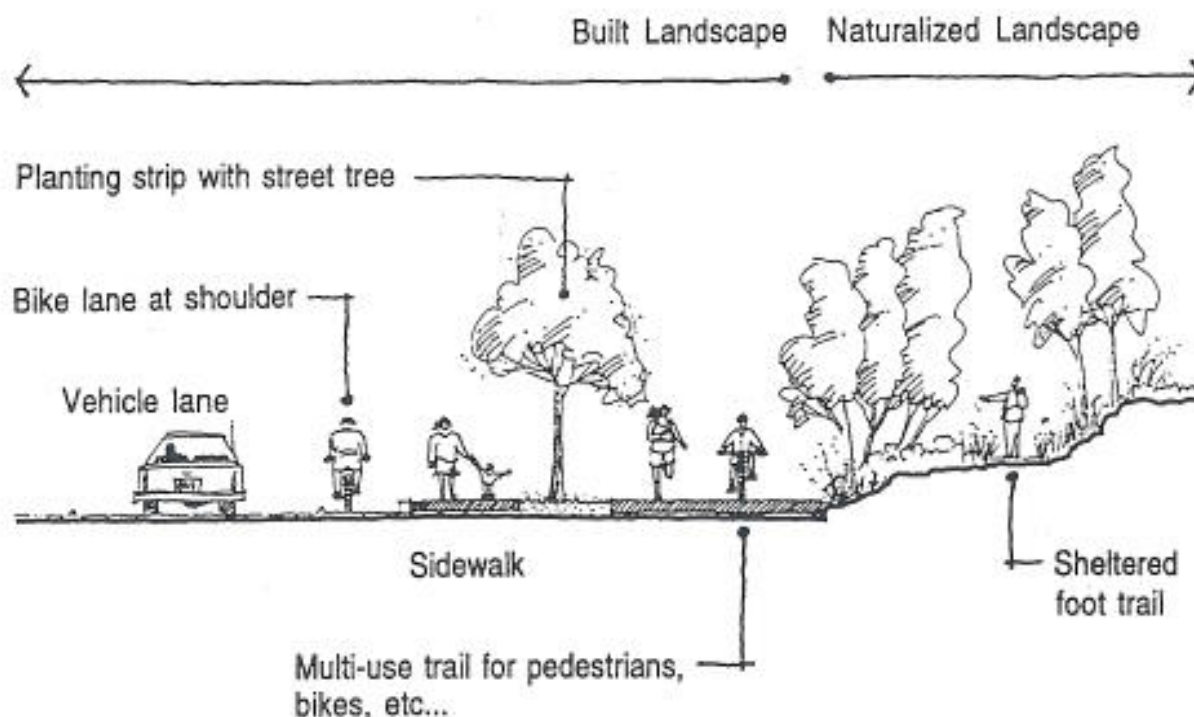


Figure 4.1.3.3 Streets, sidewalks, and trails

- Provide a connection to the Burke-Gilman Trail at the North Shore Recreation Area and Sand Point Way. Provide trail access and connections into the Sand Point/Magnuson Park campus and the interior campus trail system.
- Create loop trails for both pedestrian and bicycle users. The development of a paved multi-use trail loop should be pursued which emphasizes family recreation. Loop trails should incorporate the longest possible linear distance, routing around and through the park to the extent possible. Paved multi-use trails should incorporate asphalt paving and a minimum 10' to 12' in width.
- Work with NOAA to integrate the Magnuson Park and NOAA trail systems, particularly the "Art Walk" along NOAA's north shoreline and the connection to the North Shore Recreation Area.
- Utilize existing pavements to accommodate pedestrian/bicycle circulation to the extent possible (as is currently the case at Magnuson Park).
- Design all paved trails to be ADA accessible. All unpaved trails should attempt to accommodate ADA accessibility criteria whenever possible.
- Unpaved pedestrian trails within Magnuson Park should be surfaced as recommended by Parks Department standards. Width can vary from 2' to 6' as user demand dictates.
- Restrict bicycles to paved trails and roadways, and prohibit them from all soft surfaced trails (this follows current policy at the Arboretum and Discovery Park).
- Avoid siting trails where they have an adverse impact on wildlife, habitat, and shoreline areas.
- Provide boardwalks within the restored Mud Lake area which accommodate pedestrians only. Boardwalk width should be limited to 6' except at viewpoints.
- Provide adequate bicycle racks at strategic locations to give cyclists opportunities to lock their bicycles in a secure location. Coordinate siting with placement of lights and other furnishings (see Section 4.1.7 for selection of proper furnishings). Place bicycle racks in covered locations where possible (see TMP for examples).

Transit

- Transit should be a significant feature of the redeveloped Naval Station. Transit access should be made as convenient as possible to reduce demand on automobile access to parking areas and interior roadways.
- Select interior roadways within Sand Point should provide access for transit. Transit stops should include strategic points along Sand Point Way. Locations should target high-use sites such as administrative buildings, senior facilities, community services, and active recreation areas. Focus internal transit stops on and north of NE 74th Street. Housing area can access transit on Sand Point Way. Work with Metro to locate transit stops within site.
- Coordinate transit routes at NOAA with those in Sand Point/Magnuson Park. Consider an interior loop connection to NOAA using NE 74th Street.
- Use transit stops within the Historic District as focal points for civic design, potentially including seating, lighting, and other furnishings.

4.1.4 Pavements

Existing Conditions

Sand Point

Typical pavements at Sand Point consist of older exposed aggregate concrete of WWII vintage (both streets and sidewalks), or an asphalt overlay onto those older concrete surfaces (Photo 4.1.4.1). In general, these surfaces are in good condition despite their age and are remarkably intact. Some of these pavements are quite thick due to their origin as airplane runways and taxiways.

Sidewalks are invariably of the older exposed aggregate concrete (Photo 4.1.4.2). The aggregate in sidewalk concrete may contain a smaller particle size than road surfaces. In places, the poured concrete curb is integral with the sidewalk and typically has a rounded nose. Where the sidewalks have cracked and been recently repaired, the newer material is typically a broom-finished concrete, noticeably lighter in color than the older material. In addition, some areas of unit paving exist in less travelled areas. Examples include the brick paths in the old rose garden (Photo 4.1.4.3) and cut stone paths near Building 15.

Most of Sand Point is adequately served by walkways. However, in Activity Areas 1 and 2, vehicular pavements cover much of the area, and separate, curb-delineated sidewalks are rare. Instead, paint lanes separate vehicle travel lanes from walkways. Crosswalks are typically identified with paint throughout Sand Point, and separate crosswalk material is not used. Curb ramps are absent at street corners and elsewhere.

Magnuson Park

A variety of path surfaces exist at Magnuson Park, including concrete, asphalt, gravel and crushed stone, and mulch. Many of these are remnants of older Navy vehicular pavements adapted for pedestrian use, while others are more recent Park Department improvements.



Photo 4.1.4.1 Asphalt over concrete roadway



Photo 4.1.4.2 Exposed aggregate sidewalk at Sand Point



Photo 4.1.4.3 Brick paving in the old rose garden

Design Objectives

Paved surfaces throughout Sand Point often extend from building front to building front. It is frequently difficult to distinguish between vehicular travelways, pedestrian surfaces, and ancillary spaces. Adequate definition of walkways and crosswalks is needed to serve public safety. With that, the following criteria have been identified to guide pavement design.

Design Criteria

- Reduce and redefine amount of pavement area at Sand Point, where feasible. This will increase safety, through definition of pavement areas and function; will be more aesthetically pleasing, by allowing additional landscaping; and will decrease runoff into Lake Washington, thus protecting natural resources.
- Retain the historic flavor and coherent design structure of Sand Point by adopting suitable walkway standards and protecting existing historical pavements in and near the proposed Historic District.
- Identify a palette of pavement surfaces adequate to serve all design needs at Sand Point/Magnuson Park.
- Provide defined and grade-separated sidewalks and walkways that meet ADA standards.

Technical Guidelines

Typical pavement surfacing materials are identified in this section, and summarized in Table 4.1.4.1.

Roadways

Sand Point

- Match existing adjacent road surface throughout the proposed Historic District. This typically consists of the original exposed aggregate concrete or asphalt over concrete. Exposed aggregate concrete is the preferred vehicular pavement for use at Sand Point.
- When specifying concrete, incorporate colorant as necessary to match concrete color. Match aggregate size, color, and proportion of different aggregate sizes.
- When matching to asphalt over concrete roads, new construction should incorporate a concrete base to avoid slumping of the asphalt surface.

- Avoid placing utilities in roadbed to reduce need to tear up road. Utility crossings should be by boring or placed within areas that can become crosswalks.

Magnuson Park

- Roadways at Magnuson Park will typically be surfaced with asphalt.

Sidewalks and Pathways

Sand Point

- Match the exposed aggregate concrete surface, using concrete colorant as necessary to match existing sidewalks (Photo 4.1.4.4). Match color and size of aggregate. It is preferable to replace whole stretches of sidewalk than to place small patches.
- Match existing historic rolled curb where appropriate (Figure 4.1.4.1). If replacing with City standard curb, do so as an entire unit between curb cuts, not in isolated segments.
- Provide curb ramps at all intersections and selected critical points. Refer to City of Seattle Standard Plans for ramp standards.

Magnuson Park

- Sidewalks and walkways at Magnuson Park can have any number of surfacing materials, depending on the situation. These materials should adhere to Parks Department standards. In certain instances in or near the proposed Historic District, sidewalks may consist



Photo 4.1.4.4 Typical existing exposed aggregate surfacing

of exposed aggregate concrete. Otherwise paved walkways will have asphalt surfaces.

- Pathways with low levels of use may be surfaced with crushed rock, other mineral aggregate, or mulch, as appropriate.
- Pathways around Mud Lake should have mulched surfaces.
- Boardwalks are permitted where appropriate. Consider use of recycled materials for boardwalk surfaces.

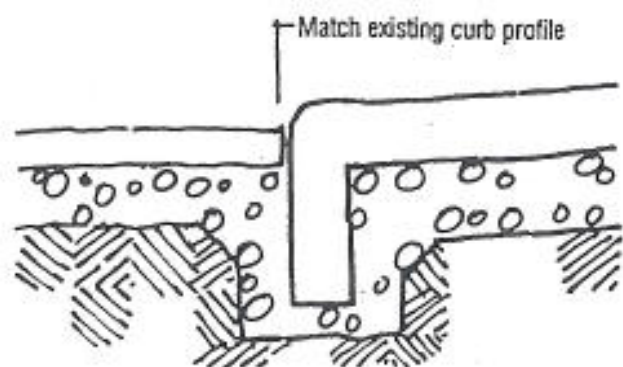


Figure 4.1.4.1 Existing rolled curb in Historic District

Accent Paving

Sand Point

- Accent paving should consist of interlocking unit pavers in z-block or square shapes, with proper edge restraint.
- Color shall be limited to reddish or reddish-brown hues, matching existing brick in historic architecture. Colored concrete may also be used as an accent paving, although its use should be more limited. Buff or yellowish tones should be used to match color of precast concrete in historic architecture.

Magnuson Park

- Exposed aggregate concrete or interlocking pavers in light or dark gray tones with proper edge restraints.

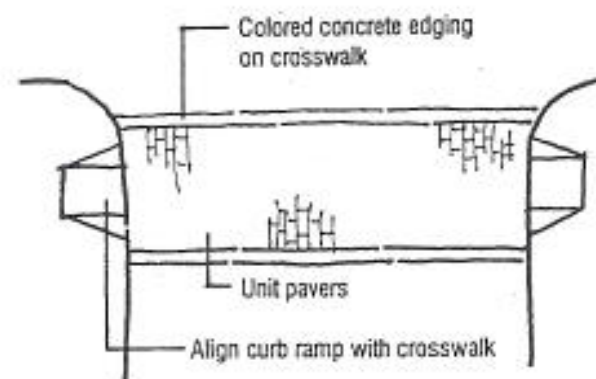


Figure 4.1.4.2 Unit paver crosswalk

Crosswalks

Sand Point

- In areas of high traffic, particularly along NE 74th Street, consider delineating crosswalks using inset unit pavers with a concrete retaining edge (Figure 4.1.4.2). Pavers should be reddish hued, and concrete should be yellowish or buff, matching the facade materials of the historic Deco architecture. Provide curb ramps for handicap access.
- Other crosswalks can be striped "ladder-type" for street crossings. Simple striping can be used in other situations (Figure 4.1.4.3), such as at long curb cuts as found along 63rd Avenue NE.

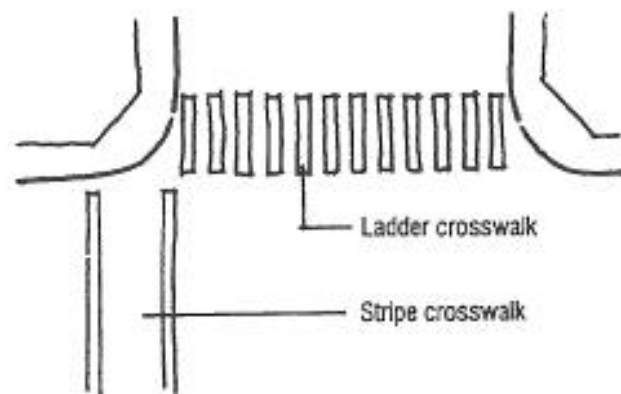


Figure 4.1.4.3 Striped crosswalks

Magnuson Park

- Crosswalks at Magnuson Park should consist of simple pavement striping consistent with City standards.

Table 4.1.4.1 Typical Pavement Types

PAVEMENT FUNCTION	Permitted Pavement Types	
	Sand Point	Magnuson Park
Vehicular Pavements	<ul style="list-style-type: none"> • Exposed aggregate concrete (preferred) • Asphalt over concrete • Asphalt 	<ul style="list-style-type: none"> • Asphalt
Pedestrian Pavements	<ul style="list-style-type: none"> • Exposed aggregate concrete (preferred) • Asphalt 	<ul style="list-style-type: none"> • Asphalt • Crushed rock • Mulch • Boardwalks
Accent Pavements	<ul style="list-style-type: none"> • Pressed concrete unit pavers (preferred) • Brick pavers (limited) • Concrete with colorants added (limited) 	<ul style="list-style-type: none"> • Pressed concrete unit pavers • Exposed aggregate concrete
Crosswalks	<ul style="list-style-type: none"> • Pressed concrete unit pavers with concrete retaining edges (major intersections) • Ladder bar painted crosswalks (for street crossings) • Painted striping (other situations) 	<ul style="list-style-type: none"> • Painted striping